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ABSTRACT

The report documents the findings of a pilot project in which teachers, principals, parents of special needs children, supervisors, and executive officers of parent advocacy and/or provider groups were interviewed to investigate the organizational effectiveness of the Bronx (New York) Special Education Regional Office and to determine its applicability to other boroughs in New York City. Chapter 1 reviews the study design, purposes of the study, organization of the BRO, and procedures (including study limitations, data collection, and data analysis). Outlined in a second chapter are findings related to the accuracy and ease of data collection, placement of students, management (in areas which include transportation, space, and resource distribution), communication/liaison (between such groups as supervisors, principals, teachers, and parents), and program and personnel development. A final chapter offers recommendations in six areas: (1) increased classroom and clinical support personnel for special education students, (2) more thorough and rapid evaluation and placement procedures, (3) more equitable funding and resource distribution (given directly to schools or carefully monitored to insure appropriate use by districts), (4) greater communication with school and community persons, (5) teacher training, and (6) greater parent involvement in their children's educational program. Among appendixes are a report on development of interview schedules and questionnaires, sample interview forms, a description of the sampling procedure, and statistical data on the distribution of students by handicapping condition and race. (SBH)

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EDUCATIONAL SERVICES FOR STUDENTS WITH SPECIAL NEEDS:
A Study of Their Delivery and Recommendations

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EDUCATIONAL SERVICES FOR STUDENTS WITH SPECIAL NEEDS:

A Study of Their Delivery and Recommendations

Alan Gartner
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Lee Ann Truesdell

Center for Advanced Study in Education
The Graduate School and University Center
City University of New York

February 1979

TABLE OF CONTENTS

Executive Summary

List of Tables

List of Appendices

List of Abbreviations

Acknowledgements

Chapter I: The Study Design 1

- Purposes of the Study 1
- The Bronx Regional Office of Special Education 2
- Procedures 7
  - Phases of the Study 7
  - Limitation of the Study 11
  - Data Collection Procedures 12
  - Data Analysis Procedures 14

Chapter II: The Findings 16

- Data Sources: Accuracy and Ease of Collection 17
- Placement of Students 24
- Management 27
  - Transportation 27
  - Space 30
  - Distribution of Resources 47
  - Deployment of Professional Personnel 49
  - Deployment of Supervisors 52
  - Summary 54
- Communication/Liaison 56
  - Supervisors 56
  - Administrators 58
  - Bureau Chiefs 61
  - Union Officials 63
  - Superintendents 64
  - Principals 65
  - Teachers 69
  - Agencies and Advocacy Groups 74
  - Parents 77
  - Summary 79

Table of Contents....

Program and Personnel Development........................ 84
  Program Development.................................... 84
  Personnel Development.................................. 90
  Assistance to Teachers: Sources,
   Rapidity, and Satisfaction 100
  Summary.. 114

Summary of Findings...................................... 116

Chapter III: Recommendations............................. 125
  Interviewee Recommendations............................ 125
  Issues... 129
    "Mainstreaming" and Least Restrictive
     Environment... 130
    Resistance to Change................................. 139
  A Proposal... 149
  Afterword.. 170

Appendices

5

List of Tables

1.1 DSEPPS: Table of Organization, Field Operations 4

1.2 Schema of Areas of Responsibility and Accountability of Bronx Regional Office or DSEPPS Bureaus 9

2.3 Average Percent Attendance at Elementary School Level in Bronx, Brooklyn, Queens for Three Selected Months in 1976-77 and 1977-78 School Year 33

2.4 Comparison of Percent of Schools Used in Each Bronx District for Special Education Purposes in 1977-78 and 1978-79 36

2.5 Comparison of Percent of Schools Used in Brooklyn and Queens for Special Education Purposes in 1977-78 and 1978-79 37

2.6 Estimated Numbers of Classes in Categories at Elementary and Junior High School Levels in the Community School Districts in the Bronx 39

2.7 Discharges from Programs in Three Major Bureaus by Boroughs for 1976-78 School Years 41

2.8 Total Discharges from All Programs 42

2.9 Estimated Total Enrollments of Pupils Served at Elementary, Junior High School and High School Levels in 1977 and Discharge Rates in Three Boroughs 44

2.10 Percent of Teachers Responding Who Said They Had/Had Not Provided Input Into Programmatic Decisions 73

2.11 Perceived Concerns of School Teachers (PS/JHS) by Borough 75

2.12 Means and Standard Deviations for Three Teacher/Supervisor Interactions in Three Boroughs for 1976-77 and 1977-78 Year 94

2.13 Percent of Teachers Requesting Assistance from Supervisor, Principal, or Other School Personnel in the Bronx in 1976 and 1978 in Seven Problem Situations 102

2.14 Percent of Teachers Requesting Assistance from Supervisor, Principal, or Other School Personnel in Brooklyn/Queens in 1976 and 1978 in Seven Problem Situations 103

List of Tables continued........

2.15 Mean Rate of Response to Requests for Assistance in 1976 to Supervisors, Principals and Others in the Bronx, Brooklyn and Queens 104

2.16 Mean Rate of Response to Requests for Assistance in 1978 to Supervisors, Principals and Others in the Bronx, Brooklyn and Queens 105

2.17 Mean Rating of Quality of Responses to Requests for Assistance in 1976 by Supervisors, Principals and Others in the Bronx, Brooklyn and Queens 106

2.18 Mean Rating of Quality of Responses to Requests for Assistance in 1978 by Supervisors, Principals and Others in the Bronx, Brooklyn and Queens 107

2.19 Mean Rate of Response by Supervisors to Requests for Assistance by Teachers in the Bronx in 1978 Matched by Bureau vs Cross-Categorical Supervision 112

2.20 Mean Quality Rating of Supervisors Response to Teacher's Requests for Assistance in the Bronx in 1978 Matched by Bureau vs Cross-Categorical Supervision 113

3.21 General Recommendations by Members of Role Groups 128

List of Appendices

A. Instrument Development

B. Interview Schedules and Questionnaires

C. Sample Procedures

D. List of School Sites from Which Data Were Obtained

E. National Advisory Panel Members

F. Responsibilities of Special Education Supervisors Assigned to Field Offices

G. I.S. 192X - A Learning Center in the Bronx

H. Recommendations of John Reehill

I. Impact of the New State Regulations on Mainstreaming

J. Distribution of Students by Handicapping Condition and race

List of Abbreviations

AP - Assistant Principal

BCG - Bureau of Child Guidance

BCRMD - Bureau for Children with Retarded Mental Development

BEEH - Bureau for Education of the Emotionally Handicapped

BEHH - Bureau for Education of the Hearing Handicapped

BEPH - Bureau for Education of the Physically Handicapped

BEVH - Bureau for the Education of the Visually Handicapped

BRO - Bronx Special Education Regional Office

COH - Committee on The Handicapped

CSA - Council of Supervisors and Administrators

DSE - Division of Special Education

DSEPPS - Division of Special Education and Pupil Personnel Services

EH - Emotionally Handicapped

EPSDT - Early Periodic Screening Diagnosis and Treatment

EU - Evaluation Unit

IEP - Individualized Education Program

OTC - Occupational Training Center

SEIMC - Special Education Instructional Materials Center

UFT - United Federation of Teachers

ACKNOWLEDGEMENTS

It is inconceivable that the three of us could have carried out the study without the extensive help we received. It is obvious that there could have been no data had not the many principals, teachers, District Superintendents, Supervisors, Bureau Chiefs, and Division of Special Education and Pupil Personnel Services (DSEPPS) officials granted us so much of their time and information. We also thank, with much gratitude, those parents and advocacy/agency persons who so willingly shared their insights, experiences, and recommendations. We wish we could thank them each individually, but there were over 300 persons interviewed.

We want, however, to thank by name Regina Schattner, Pam Levin and, Helen Fuelner, for taking so much of their valuable time to speak with us and provide us with direction. We also wish to thank Sid Rosen of DSEPPS Central and Paul Arilotta of the Bronx Special Education Regional Office (BRO)for understanding, patience and good humor in the face of our many demands for data and administrative arrangements. Without them our job would have been exceedingly more difficult.

Charles Schonhaut at DSEPPS and John Reehill at the BRO deserve special thanks both for their own assistance to and openness with us, and the model they set for their staffs.

All the interviewees notwithstanding, there would have been little data to review had we not had the most versatile and flexible corps of interviewers. With great energy and

spirit the nine of them -- Dennis Alne, Mary Cos, Miriam Formanek, Rhoma Gardner, Kim Hunter, Lynn Novick, Joan Poscitello, Ida Rutman, and Lotte Tobler -- went out over the city without complaint and handled all sorts of problems with intelligence, wit and sensitivity. For assistance in data analysis and helping us understand the limitations of the data we thank Larry Kilian.

There are so many colleagues who were helpful that we can't begin to name them all. We would be totally reminss, however, if we did not single out our marvelous co-workers -- Ethel Mingo, Janet Oliver, and D'Ahlborn Slater.

We were most fortunate in being able to recruit an exceptional panel of national experts to assist us in understanding the data and developing recommendation. They included Marybeth Fafard, Jay Gottlieb, Cheryl Hayes, Bob Herman, Reginald Jones, William Malloy, Maynard Reynolds, David Riley, Jane Stern and Lisa Walker. Not only were they helpful and generous with their advice but they were greatly encouraging in their affirmation of the importance of success in New York City to the education of the handicapped throughout the country.

The danger in acknowledgements is that one will forget to name a person who has been extra helpful. We had so much help from so many persons that this danger is very real. We would be remiss, however, if we did not offer special thanks to our consultant, Dr. Shirley Cohen of Hunter College, who served as a magnificent teacher and friend during the early months of the study. If we have said things that are unintelligent neither Dr. Cohen nor our other advisors can be held accountable.

Alan Gartner
Marvin Taylor
Lee Ann Truesdell

Chapter I: THE STUDY DESIGN

Purposes of the Study

The Bronx Regional Office for Special Education (BRO) was established in October, 1977. It was established as a pilot project within the Division of Special Education and Pupil Personnel Services (DSEPPS)[1] for the regional management of special education. Although established as a pilot project, no systematic evaluation plan was undertaken. In August, 1978, at the request of Chancellor Frank J. Macchiarola, this study was initiated. The charge was expressed in three questions:

(1) What effects has the regional organization for delivering Special Education Services had upon such services in the Bronx?

(2) Is the regional model applicable to the rest of New York City?

(3) Are there other models which might be more effective in delivering services in Special Education in New York City?

This report addresses these three questions.

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[1] As this study was being conducted, the Division of Special Education and Pupil Personnel Services (DSEPPS) was split in two, establishing a Division of Special Education and a Bureau of Pupil Personnel Services. To keep the historical record accurate, we will use the DSEPPS formulation, for such it was for the activities we studied.

The Bronx Regional Office for Special Education

The regional model for the organization of special education was proposed by Helen Fuelner, Executive Director of DSEPPS, 1970-1978. In April, 1976, she proposed to then Chancellor Anker a reorganization plan incorporating a regional structure. She favored such a scheme because:

(1) The size of the region would be large enough to support a full continuum of services;

(2) It could work closely with borough-wide political structures and advocacy groups;

(3) It would be "closer to the community school districts facilitating closer working relationships and stronger support service"; and

(4) "The region size (maximum approximately 400 classes) lends itself to better business management".

A year and a half later, as the pressures for new organizational designs increased, a pilot project was proposed to "regionalize" services in the Bronx.[2] The objectives of

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2. The reasons for the choice of the Bronx as the location for the pilot are shrouded in history. One set of reasons emphasize geography -- Staten Island was too small and Brooklyn too big -- and demography -- Queens was too white and Manhattan too Black and Puerto Rican. And the Bronx was just right! Another set of reasons suggest the personal, with emphasis placed upon the actors in education, regular and special, in the borough of the Bronx.

this model were:

(1) To provide instructional programs and services appropriate to educating all eligible handicapped children in the least restrictive environment;

(2) To utilize all personnel and resources in a coordinated fashion to achieve maximum economy and accountability; and

(3) To develop better coordination with and increase capability of support to community districts in serving handicapped children.

+ + +

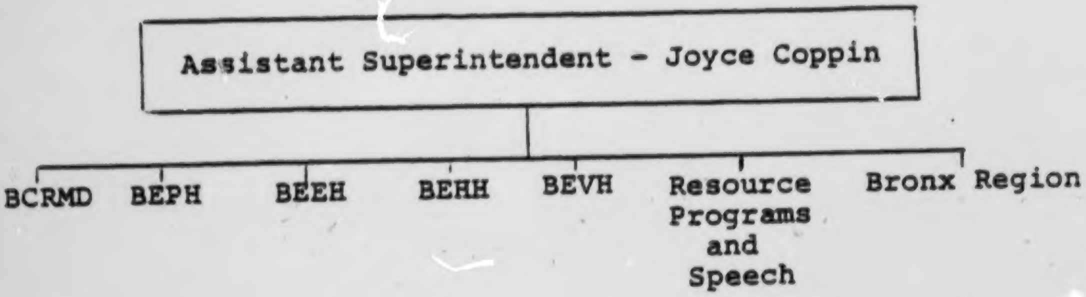
With the exception of children with hearing, visual and speech impairing conditions, the delivery of services in the Bronx is organized differently than in the rest of New York City. In the Bronx a single management team is responsible for organizing the total effort to deliver services, while in the other boroughs DSEPPS bureaus are responsible for delivering services to children whose handicapping condition is "compatible" with the goals and functions of the particular bureau. (See Table 1.)

The Regional Office includes a child advocate, a placement unit, a transportation unit, supervisors, teacher aides, paraprofessionals, three assistant directors, and two administrative assistants. The director of the office

Table 1.1

DSEPPS: Table of Organization, Field Operations

FIELD OPERATIONS


Assistant Superintendent - Joyce Coppin
BCRMD
BEPH
BEEH
BEHH
BEVH
Resource Programs and Speech
Bronx Region

is responsible for the management of ESEA Title I funds, and at the present time, manages but does not control the tax levy allocations to the Bronx. The scope of responsibilities includes programs at the elementary school, junior high school and high school levels as well as in hospitals, multiple handicap centers, off-site drug centers, Occupational Training Centers and Adult Skills Training Centers.

The three major functions of the Bronx Special Education Regional Office (BRO) are management of resources, liaison-communication, and personnel and program development. Among the management functions, the BRO arranges for transportation of special education students, acquires and monitors available space in schools, assigns students to special education classes within the programs recommended by Committees on the Handicapped, and monitors program implementation.

Communication functions of the BRO include relating directly to the six community school district superintendents in the Bronx and to the Bronx superintendent of the High School Division, to borough agencies and advocacy groups for special education, and to DSEPPS. Supervisors from the BRO directly relate to school principals and special education personnel located in the schools. Personnel in the BRO also interact with local colleges and universities to facilitate staff development programs for supervisors and teachers.

Personnel and program development occur at the school level through activities of supervisors and teacher trainers and at the regional level where BRO staff and university programs are organized for the training of supervisors, teachers, and administrators. Within the high school division the BRO has initiated **efforts** to develop a system to identify career goals of special education students in their freshman year and to gear programs to the needs of these students.

Procedures

The study was conducted from September to December, 1978, and was organized in three phases.

Phases of the Study

Prior to initiating data collection activities, we interviewed central DSEPPS administrators including Bureau Chiefs, members of the Bronx Regional Office for Special Education staff, union officials, representatives of advocacy groups, and met with the sub-committee for evaluation of the Bronx Special Education Office. In addition, the evaluation team studied the original proposal as designed by Helen Fuelner and met with Dr. Fuelner, examined the minutes and records maintained by the management team of DSEPPS, the studies of DSEPPS by Deputy Chancellor Bernard Gifford staff and by the Citizen's Committee for Children of New York, Inc. (Teaching All Our Children, 1977), and the records of the sub-committee for evaluation of the Bronx Special Education Regional Office as well as those of sub-committee members.

We identified from the interviews and documents the major functions of the Bronx Regional Office, the populations directly involved with the delivery and receipt of special education services, and the major issues inherent in organizing and managing special education in New York City. The Phase One activities culminated in the development of a design for the study of the Bronx Regional Office. As a result of our Phase One interviews we created a scheme (see Table 1.2) to guide our instrument development and later data analysis.

The second phase was devoted to selecting samples within the populations identified in Phase One as being directly involved in special education, designing and revising questionnaires, interview schedules and procedures for data collection, training a team of interviewers, and planning and managing the data collection activities.[3]

Interview data were obtained from teachers, principals and parents of children with special needs, selected at random, from twenty-five schools in all six districts in the Bronx, seven schools from two districts in Brooklyn and seven schools from two districts in Queens. In addition, we interviewed the six Bronx Community School District Superintendents, the Bronx High School Superintendent, the Superintendents in the four community school districts in Brooklyn and Queens, the executive officers of 24 parent advocacy and/or provider groups, all of the supervisors in the Bronx and ten in Brooklyn and Queens, the senior officials and Bureau chiefs at DSEPPS. Questionnaire responses were obtained from special education teachers, contact teachers, and supervisors in all 39 schools randomly selected for study. In total, over 300 persons were interviewed.

Data analysis and formulating a set of recommendations comprised the third phase of this study. Toward that endeavor a national panel of experts in special education (see Appendix E

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[3] Details as to instrument development, the instruments themselves, and sample procedures are in Appendices A, B, and C respectively.

TABLE 1.2

Schema of Areas of Responsibility and Accountability of Bronx Regional Office or DSEPPS Bureau

I. Management of Resources (Human and Material)

- A. Transportation
  1. service
  2. efficiency
- B. Placement of Students
  1. wait time
  2. appropriateness
- C. Space
  1. acquisition and inventory
  2. utilization
  3. distribution of classes
- D. Class size
  1. regulation of registers
  2. attendance
  3. effect on program
- E. Resources
  1. distribution
  2. advocacy
- F. Development of Personnel
  1. teachers
  2. support personnel
  3. supervisors
- G. Supervision
  1. role and responsibility
  2. cross-categorical
  3. constraints

TABLE 1.2

II. Liaison/Communication

  A. Districts

  B. Schools

  C. Community

  D. Among Supervisors

  E. DSEPPS

III. Program and Personnel Development

  A. Program Development

    1. bureau activities
    2. resource rooms
    3. mainstreaming
    4. IEPs

  B. Training

    1. supervisors
    2. teachers

for names) was convened to review the study and to discuss possible recommendations. The data were analyzed to provide information about the way special education services are organized and managed in New York City, to determine the extent to which special education services are organized differently in the Bronx as compared to the rest of the city, and to what extent special education in the Bronx was affected by the regional organization.

Limitations of the Study

The study was limited by the requirement that it be completed in four months. It would have been the height of temerity to assume that an organization of the scale of DSEPPS, or the BRO, could be fully studied and understood in the time allotted. We decided to delimit the study by studying how special education services are delivered in the Bronx and in Brooklyn and Queens. We did not study the COH/EU process because such functions were not included in BRO or bureau mandates. We recognized the importance of the evaluation and placement processes and were relieved to find that DSEPPS was studying this problem with the aid of a Federal grant.

An additional limitation was a function of studying an operating agency. Much as it might be convenient for evaluators to have events stand still while they go about their studies, such is and was not the case. Thus, the BRO of 1978-79 about which we asked questions was changing as we investigated. So, too, were programs in the rest of the city. During the summer of 1978 (prior to our study) the new management team at DSEPPS central decided to change the pattern of teacher supervision in the other four boroughs and began a plan (implemented in October, 1978) to place supervisors in offices in the boroughs and to assign them to supervise teachers across handicapping conditions ("cross-categorical" supervision). This move created confusion in the schools in Brooklyn and Queens and may well have affected some of the responses we received from respondents in these boroughs.

Data Collection Procedures

The school was selected as the basic unit of investigation. Based on the time constraints imposed upon the study, we decided to select for study approximately twenty-five schools in the Bronx. In total, twelve elementary schools, two from each of the six Bronx districts; six junior high schools, one from each district; four high schools and three off-site centers (an OTC center, and two centers for the multiply handicapped) were selected. The use of the random selection procedures described in Appendix C resulted in a model which approximates the distribution of special education classes in the Bronx.

Two districts each in Brooklyn and Queens were selected at random and then, again at random, two elementary schools and one junior high school was selected in each of the four districts. In addition, one high school in each borough was selected at random. Thus, we obtained data on seven schools each in Brooklyn and Queens, three from each of two districts and one high school. In sum, we obtained data from 39 school sites in the three boroughs. (In Appendix D is listed the schools visited and the types of classes in each school.)

Finally, the investigators were called by or received letters from teachers, parents, principals and members of groups who had not been contacted by the team. Whenever any of these individuals wished to be interviewed, we did so. In this manner we heard from individual and groups who were both opponents and protagonists of regionalization.

Nearly 240 interviews were conducted by members of the evaluation team within four weeks. Interviews were conducted in schools by seven persons selected and hired by the director of the study. In each school two special education teachers, up to two parents, and the principal were interviewed. All special education teachers were asked to complete a questionnaire. Schools were assigned to data collectors at random. They also conducted some structured interviews with representatives of agencies and advocacy groups. Interviews were conducted by two interviewers with all supervisors in the Bronx and those supervisors assigned to the selected Queens and Brooklyn districts. Interviews with DSEPPS and Bronx Special Education Regional Office personnel, union officials, school superintendents, agency officials and leaders of parent and advocacy groups were conducted by the study's director and assistant director.

In each instance all respondents were unpaid volunteers, guaranteed anonymity of response, apprised beforehand of the purposes of the study, and interviewed in as non-threatening and pleasant a fashion as possible. All interview protocols were immediately coded, returned to the project office, and the names of all individuals removed from the protocols.

Within a school a single member of the evaluation team conducted all the interviews, distributed and collected questionnaires, and wrote descriptions of the physical facility, school atmosphere, and any additional situation affecting special education at that school or the data collection process. Stamped, self-addressed envelopes were given to teachers who were unable to complete the questionnaire during the time the evaluation team member was in the school. It took four to five hours for the interviewer to conduct the five structured interviews and distribute and collect questionnaires.

The investigators also collected data regarding attendance and enrollment in programs in the three boroughs, financial data relevant to costs of educating children by Bureau and BRO function. These efforts engaged persons in the DSEPPS Student Data Bank, in the DSEPPS budget offices, in the Office of Educational Statistics, and in the BRO.

Data Analysis Procedures

Three kinds of data were collected and subsequently subjected to analysis -- information from interviews with various groups, responses on questionnaires from teachers and supervisors, and documents collected from DSEPPS, the Bronx Regional Office, and from parent and advocacy groups.

Each of the items in the interview protocols was categorized according to the issue under study. The data relevant to a particular issue were coded by the investigators for each group of respondents and where appropriate, percentages were calculated. A number of protocols were read independently by two members of the investigating team and when high agreement between the readers was achieved the rest of the protocols were coded. Similarities and differences in the responses among the various groups were recorded and analyzed, and a synthesized description was derived.

Responses to teacher and supervisor questionnaires were analyzed by borough. Where appropriate, tests of significance were utilized to test differences in obtained averages or percentages. These results were then joined to the information collected from interviews and organized by function. Documents and statistical data collected from DSEPPS and the BRO were organized and analyzed to provide additional evidence concerning the effectiveness of the Bronx Regional Office in delivering services to special education students as compared with DSEPPS and its three largest bureaus.

Chapter II: THE FINDINGS

Having identified three major categories of functions, viz. Management, Communication/Liaison and Personnel and Staff Development, we devised questionniares and interview schedules that would provide descriptive data of BRO and DSEPPS Bureau operations in 1976 and in 1978. From the data we wanted to describe current operations, compare these perceptions with perceptions of the past, and compare present operations against a burgeoning literature on the kinds of services and programs that are most desirable for children with special needs.

The data are of two kinds. The data most heavily relied upon for this study were of the perceptual variety as derived from analysis of interview protocols and questionnaire responses. We also attempted to obtain statistical data from the DSEPPS Student Bank, from the BRO, from the Bureaus, from the two budget centers that service DSEPPS, as well as from the Office of Educational Statistics.

Data Sources

Prior to a discussion of an analysis of BRO operations it seems appropriate to present findings relevant to our attempts to obtain statistical data. We do so to highlight an important consideration, namely, the "hard" data presented are subject to considerable unknown errors. Different data sources report different numbers, and numbers change from one time to the next. It must be pointed out that if a reliable and valid data base is a necessary condition for wise management decisions then we seriously question the ways in which data are collected, integrated, or accessed for analysis within DSEPPS. Furthermore, the timelines of the data appears to be so seriously out of phase with the time when decisions are being made that one questions the use of the data as a management tool at the present time.

In September 1978, we contacted people in the DSEPPS Student Data Bank and in the DSEPPS budget office. All were pleasant, cordial, and anxious to be helpful. Unfortunately, goodwill did not make for information and the information which ultimately was obtained has proven to be largely useless. Some illustrations are in order

(1) In late September we requested a report on students placed in Special Education classes by programs by districts, in the Bronx, Brooklyn and Queens from the DSEPPS Student Data Bank. We also requested a report on the number of children who had been discharged from Special Education classes and the reason for this action.

In October we were told that the data were not yet available for the 1978 term and that previous data were either inaccurate, not collected in the form requested, or were located in another office. We did find student data by programs in the Office of Education Statistics. In late November, the DSEPPS Student Data Bank gave us a report on discharges with the caution that the data were unverified and not necessarily accurate. In late December, we were given a printout on class space. This report contains the maximum legal register, the actual class size, and the available space. We were informed that the report was not as "clean" as it would be in several weeks (a caution we heard often).

The class space report was received in our office after December 15, 1978. The total number of children being served, according to the DSEPPS data bank, was 43,464. This number is far below the figures reported in other places and represents a discrepancy of approximately 11,000 pupils. These differences may be accounted for by long term absentee students being carried on registers, or by children being carried on registers who have moved to other districts, or to a malfunctioning in the system due to the inability of the data bank to obtain an independent audit of reports from local schools. (Indeed, we were led to understand that this latest classroom space report represents the results of just such an audit ordered by the DSEPPS Executive Director. The results suggest that previous years' reports may have been very inaccurate because classes were reported as having students who were not attending.)

(2) We were not any more successful in obtaining financial data than we were in getting student data. Based on our reading of the 1977 paper by Gifford in which he reports costs analyses of DSEPPS programs, we anticipated obtaining comparable data for the 1978-79 school year. Our discussions in the DSEPPS budget office left us bereft. Not only were financial data not available in the format requested, but also we were instructed that one office processed budget data based on tax levy funds and another office was responsible for budget data based on reimbursable funds. As of this date we have received financial data relevant to the BRO based on tax levy funds. We have received none of

the other data requested, namely financial data relevant to the other DSEPPS bureaus,[1] nor have we received any financial data relevant to reimbursable funds. Obviously we cannot make any cost analysis estimates and thus cannot respond to questions of relevant costs of various organizational patterns.

In summary, the data currently collected by DSEPPS Student Data Bank do not seem particularly useful to managers. We cannot begin to estimate what budget data are available.

In 1975, Duputy Chancellor Gifford analyzed budget management procedures in DSEPPS. The results of the Gifford study clearly indicated that the kinds of data needed for making crucial policy decisions about programs, about allocations of finances, and about deployment for personnel were either not obtained, collected by three or four different bureaus at the Board of Education and not synthesized, or collected in such ways as to make them suspect without extensive auditing. In early December, one of the team members called the DSEPPS Student Data Bank and requested data that Gifford had outlined as "key data needs" (Gifford, 1975, pp 49-52.) While some of the data were available, there are still three or four Bureaus which collect the data, no synthesis is currently undertaken, and much of the data are inaccurate. There are even data, identified by Gifford as "Key Data", which are not yet collected. Clearly, this is a "key" area which needs immediate attention.

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[1] On January 8, 1979, as this report was in its final stages, tax levy budget data finally were submitted to us, too late to be included in the analysis.

(3) A final matter pertains to the manner in which parent interviews and school contacts were arranged. In all three boroughs the investigators called the individual school and arranged for an interview with the Principal. Assuming that the Principal was extremely busy, we chose to request that either BRO, or DSEPPS, arrange the parent interviews (from a prepared list) and for the coverage of classes of the teachers interviewed. Although we originally believed that supervisors would be asked to make these arrangements, the BRO organized the effort through an Assistant Director. He called all parents to arrange for interviews and spoke with contact teachers in order to arrange a proper welcome for the interviewer. In every instance the school staff was prepared and helpful and although not all parents came for their scheduled interviews the operation

was generally smooth and pleasant. In addition, the BRO provided the investigators with the names of every teacher, every contact teacher, and every child in all special education classes in the schools that were randomly selected for study.

In Brooklyn and Queens our experiences were very different. The names of students were presumably available through the DSEPPS Student Data Bank. On Monday, November 13, 1978 the project director requested the names of students enrolled in classes and teachers in the schools selected for study in Brooklyn and Queens. The names of teachers were obtained by requesting each Bureau chief to provide the names of the teachers in the 14 selected schools. Within several hours the names were received from the Bureau chiefs; however, in one instance seven teachers were not identified and in no instance were the names of contact teachers provided. The names of students had not yet been received by the student data bank but by a stroke of good luck they were being printed in a computer printout that very afternoon. The project director was escorted to the 11th floor of 65 Court Street, shown several large boxes of computer printouts and was assured that he could obtain the names of students enrolled in special education classes in the schools of interest. By November 14th, the director and assistant director had obtained the names of students from which we could select five parents at random, in each school, to be interviewed.

As we had in the Bronx, we requested DSEPPS Central to make arrangements for scheduling parent interviews and making school contacts. On November 15th, DSEPPS Central informed the Bureaus in writing of our request and of our schedule of interviews which were to begin on November 17, 1978. As might be expected, on November 17th our interviewers met with little success in obtaining parent or teacher interviews. The experiences of our interviewers were largely a function of the efforts of the supervisors, and, more often than not, the willingness of the principal to have the interviewer in his/her school. In the Bronx every principal accepted our interviewers cordially (even when the principal did not respond as openly to the interview questions), whereas in Brooklyn and Queens the interviewers experienced hostility and suspicion. In many instances the principals and teachers reacted as if the study was directed at them rather than at the management aspects of the delivery of special education services.

Placement of Students

Although we had not included questions about the placement and evaluation process in our interview schedules or questionnaires it was such a sensitive and volatile issue that interviewees continuously raised it as an issue of grave concern. The primary concern raised was the very long wait times for evaluation for placement in a specific program. While the former problem was a COH/EU concern, the wait for placement was clearly a BRO and/or DSEPPS problem. The underlying factors appear to be (1) inadequate liaison between the COH/EUs and the BRO intake office (an adjustment has been made in 1978 but it is not possible to evaluate this change at this time); and (2) inadequate numbers of teachers so that classes could be organized (the BRO screens and recruits teachers, but cannot place teachers until DSEPPS allots positions to the Bronx).

Another concern expressed was the lack of clarity with regard to the responsibility of the BRO's and/or Bureaus' professional staff as to placement. Apparently a change, initiated in the BRO, and then installed for all DSEPPS operations, was the creation of a central intake office administrative unit which was charged with locating space and placing children. Although the units were created to facilitate placement, there appears to be no aggressive attempt to obtain parent permission and no involvement of supervisors in placement procedures.

The Bureaus feel that the loss of supervisor input in the placement process increases the likelihood of inappropriate placements. Teachers also complained of inappropriate placements, the difficulties in obtaining reevaluations, the difficulties in getting children moved from special education classes back to the mainstream, the increased heterogeneity in age and ability caused by the mechanical processes of the Central intake process and the limitations of evaluation which focus only upon the primary handicapping condition. Teachers, supervisors, and principals all referred to the lack of student records; they were either lost or arrived well after a student had been placed in a class.

There appears to be no differences in the feelings about the placement and evaluation processes in the Bronx or in Brooklyn and Queens. The BRO may well be a victim of its own visibility in this matter. The BRO is responsible for delivery of services to children with special needs and those individuals who are upset with the placement and evaluation process tend to "blame" the BRO for the lack of service to their children. There appears to be no uniform procedure or clarity with regard to responsibilities in this area of the BRO or the Bureaus. The BRO staff suggests that COH/EUs operations should come within the purview of its management. But there appears to be little inclination to proceed in this direction. It is not appropriate for us to comment on this issue since it was not a subject of our study but it is important to note that this area is a major problem and one which needs immediate resolution. It is likely that a major suit against the Board of Education will shortly be implemented if there is no quick solution to the "wait" time problem.

Management

One of the major objectives of the Regional plan was to create a more responsive, effective, and efficient management mechanism. Management in this context refers to ways of dealing with such issues as transportation, space in buildings, attendance, placement of students, deployment of personnel, supervision, and facilitating the flow of supplies and equipment to Special Education classes. The data reported below represent the perceptions of school personnel, administrators, parents, advocacy group members in the Bronx, Brooklyn, and Queens as they reflected upon changes in management functions from the pre-regionalization period to the present time. The analysis also deals with problems that have been identified as current.

Transportation

The data from interviews do not clearly answer the question of whether there are improvements in transportation services for special education students in the Bronx.

-- Parents report that students ride on the average ten minutes longer in the Bronx than in Brooklyn and Queens (35 minutes is the average in the Bronx, while 25 minutes is average in Brooklyn and Queens); overall many parents report their child's ride now is shorter than it was in 1976.

-- In all three boroughs more teachers said that transportation has not improved since 1976 than did those who reported an improvement. However, twice as many (21% compared to 10%) of the Bronx teachers reported improvement in transportation.

-- DSEPPS administrators perceive an improvement.

There are five specific transportation problems that were mentioned in all three boroughs during individual interviews: (1) excessive wait time for arranging transportation for newly placed special education students; (2) erratic scheduling; (3) attitude and abusive language of drivers and matrons; (4) children left if they are not waiting outside when the bus arrives; and (5) three consecutive days of absence resulting in the cancellation of transportation for the special education student.

In considering the teachers' response to the questionnaire items about transportation, we found that questions about children who walk or who are transported by bus were subject to such idiosyncrasies that the data were meaningless and we have not reported it herein. In the matter of lateness of buses per week, the average for the Bronx is one day per week (N=106 teachers reporting) whereas in Brooklyn and Queens the average is 1.5 days per week (N=32 teachers). While there appears to be little difference in a statistical sense, in a substantive way the children in Brooklyn and Queens over a full school year of 40 weeks are likely to arrive late to school on sixty days whereas in the Bronx the children would be delivered late on 40 days. While both figures suggest that improvement is desirable, the children in the Bronx seem to be delivered in a somewhat more efficient manner than in Brooklyn and Queens.

The data do not clearly substantiate the statement we heard frequently from BRO and DSEPPS personnel that transportation problems in the Bronx were resolved and that the BRO was largely responsible for this phenomenon. Rather, the evidence we accumulated was that school administrators felt that they had an identifiable and accountable person to whom they could report their problems. Furthermore, the person, in the BRO , was sympathetic and responsive. The evidence is relatively clear that parents and teachers report their problems to the principal, or another designated school building person, and that in the Bronx these individuals feel better about their BRO contact person than the comparable role person in Brooklyn and Queens who still must deal directly with the bus companies or with the central transportation office in Long Island City. It is interesting to note that the Central Office also reflects the feeling of improvements in the Bronx. We hypothesize that this is because they no longer receive complaints from Bronx school personnel. While the evidence suggests that complaints about transportation have not been materially reduced, the existence of an easily identified and reachable person in the BRO has created a general feeling of well-being and improvement. As might be expected members of various role groups (e.g., parents, principals, advocates, etc.) represent their feelings in slightly different terms.

Space

The availability of space is probably one of the major influences on the efficiency of the placement process. To provide efficient management for placing students the managers must know how much space there is in classrooms and buildings, how large each class is, what is the daily attendance in each class, and what is the discharge rate from each class. In essence, in the present system the managers (BRO and/or Bureaus or DSEPPS) must not only be able negotiators but they must also have reliable timely data bases.

The issue of identifying and acquiring available school space is intimately involved with the placement process. Space acquisition in the past had been conducted by each Bureau as placements within their jurisdiction required new classrooms to be established. Supervisors from each of the Bureaus contacted superintendents and principals.

The BRO has simplified this process for the school administrators in the Bronx by assuming the responsibility for acquiring space for the majority of special education classes in the Bronx (CRMD, BEPH, BEEH). There is only one person contacting a district for space rather than several persons as under the previous system. Superintendents and principals in all three boroughs stated that they much perferred dealing with a single representative than with several representatives.

Superintendents (and others) reported that the BRO seem purposefully to be attempting to shift classes within districts (as well as closing down off-site programs) and to move classes to space in South Bronx districts. These districts feel that these additional classes will help them to keep schools open even though there have been sharp drops in their enrollment.

In the Bronx, the BRO negotiates for all space needed in the Borough. It was pointed out that the BRO had negotiated for a large amount of classroom space and that the space was being "held on ice", neither put to use by special education classes nor returned to the districts. The Director of the BRO explained that the accumulation of space was due to DSEPPS not assigning new teachers to the

Bronx since September (on November 16, 1978, DSEPPS released 19 teachers and 21 paraprofessionals to the BRO). And, although 2,000 students were evaluated at the end of the 1977-78 school year and over the summer, only 700 students were actually ready for placement in September because parent approvals had not been secured for many of the other students. An effort has been made by the BRO to determine the space needs for special education classes in high schools. As a result, the high schools in the Bronx now negotiate with one person and, for the first time, an overall plan for space was developed prior to September.

It was not clear who negotiates for space in the other boroughs. There are new administrative units in the four boroughs who are responsible for placing students and the responsibility for space acquisition is clouded in the shift from Bureau centered supervision to vertical/horizontal organization. In any case, a uniform monitoring system must be developed that provides accurate space data including class attendance and student discharges, if the amount of space is to be known and useful to placement officials.

Attendance. In Table 2.3 are reported the Average Percent Attendance figures at the elementary level for the Bronx, Brooklyn and Queens for three months in the 1976-77 term and for three month period in the 1977-78 school year. It may be noted that average percent attendance is highest in

Table 2.3

Average Percent Attendance at Elementary School Level in Bronx, Brooklyn, Queens for Three Selected Months in 1976-77 and 1977-78 School Years (Data obtained from Office of Educational Statistics)

Dates	Bronx	Brooklyn	Queens
Sept. 76	79.6	80.8	86.2
Jan. 77	68.4	66.2	73.3
May 77	79.4	79.7	83.2
Sept. 77	74.7	74.8	82.6
Jan. 78	70.5	69.3	74.0
March 78	83.2	83.5	86.3

Queens in all three months in both school years. The Bronx and Brooklyn attendance figures are almost identical. Attendance appears to be cyclical in that it is high in September, lower in January by several percentage points and higher again in May. In all three boroughs attendance was lower in September 1977 as compared to September 1976, but higher in January and March 1978 than in January and May 1977. This cycle was a citywide phenomenon and should not be used, as we have been instructed by the BRO leadership, as an example of the effectiveness of their management. We were told on several occasions that although the BRO initiated operations in October 1977, they had moved quickly into effective dealing with attendance and space problems. While we do not contest that great effort may have gone into this area, or that the office was instrumental in affecting the attendance rates in the Bronx, the comparative data seem to suggest that, for whatever reason, the average attendance in special education in all three boroughs was higher in January and March 1978 than in the comparable period in 1977 and that the relative position of the boroughs did not change.

Building Utilization for Special Education. District superintendents and principals said that the nature of the handicapping condition often affects the location of special education classes. For example, some schools are unwilling to have large numbers of emotionally handicapped students.

Also, space utilization patterns in districts and in schools affect the availability of space for special education classes. Superintendents reported that the BRO has moved classes from one building to another and sometimes from one district to another. The BRO describes this movement as an attempt to achieve greater utilization of space and personnel. Classes with low enrollment have been combined to free teachers for additional classes. Another reason that classes in the Bronx have been moved is to provide more special education classes with contact teachers.

The data for Brooklyn and Queens with regard to building utilization are very similar to that observed in the Bronx (Tables 2.4 and 2.5).

Table 2.4

Comparison of Percent of Schools Used in Each Bronx District for Special Education Purposes in 1977-78 and 1978-79

District	# of Schools	Schools Used in 1977-78[1]	%	Schools Used in 1978-79[2]	%
7	24	13	54	15	62
8	29	15	52	15	52
9	33	15	45	15	45
10	28	14	50	16	57
11	30	23	77	25	83
12	25	14	56	14	56

[1] Data obtained from Office of Educational Statistics

[2] Data obtained from BRO.

Table 2.5

Comparison of Percent of Schools Used in Brooklyn and Queens for Special Education Purposes in 1977-78 and 1978-79

Brooklyn

District	# of Schools	Schools Used in 1977-78	%	Schools Used in 1978-79	%
13	22	14	64	16	73
14	26	14	54	13	50
15	25	13	52	15	60
16	17	6	35	8	47
17	19	6	32	6	32
18	18	12	67	12	67
19	28	14	50	21	75
20	28	17	61	14	50
21	29	17	59	25	86
22	26	14	54	20	77
23	20	9	45	12	60
32	17	6	35	8	47

Queens

District	# of Schools	Schools Used in 1977-78	%	Schools Used in 1978-79	%
24	24	9	38	12	50
25	29	16	55	14	48
26	27	18	67	21	78
27	35	21	60	19	54
28	28	11	39	13	46
29	28	11	39	11	39
30	25	15	60	17	68

Classes by Programs Within Districts. We constructed tables to exhibit the estimated number of classes in programs in each Bronx district in 1977 and 1978 and the changes in classes. The data are presented in Table 2.6. The 1977 data reflect the elementary and junior high school level classes and are based on estimates calculated by dividing total number of students enrolled in a program by maximum class size data. Hence, a program which was reported to have 45 EMR children at the elementary school level was construed as having 3 classes by dividing 45/15, the maximum class size allowable by state mandate.

We estimate that there has been a 23% increase in all special education classes at the elementary/junior high school levels in the six Bronx districts in 1978 (October). All districts, except District 10, exhibit an increase in classes with the largest increase, 37%, observable in District 11. Curiously, whereas District 10 shows a 2% decline in classes it shows a 7% increase in the number of buildings utilized to house special education classes. This may reflect an attempt by the BRO and the district to reabsorb some of the children who live in District 10 who had been bused to other districts for classes or it may reflect a realignment of classes.

If one examines the increase of classes by programs one finds confirmation of statements heard frequently from supervisors, teachers and parents, namely, the growth in the category "mentally retarded" has slowed down and there continues to be a rapid increase in the category "brain injured" (or neurologically impaired)

Table 2.6

Estimated Numbers of Classes in Categories at Elementary and Junior High School Levels in Community School Districts in the Bronx

	Community School Districts															
	7		8		9		10		11		12		Totals		% of[1] Total Chg.	% of[2] Prog. Chg.
Programs	77/78		77/78		77/78		77/78		77/78		77/78					
HC 10	2	1	4	4	3	3	0	0	3	3	3	4	15	15	0	0
HC 20	0	0	0	0	1	1	6	5	4	5	0	0	11	11	0	0
HC 30	16	22	18	27	21	25	27	32	22	34	14	20	118	160	34	26
NIEH	8	13	4	10	5	8	2	3	5	13	3	5	27	52	20	48
CEHA	3	3	4	4	4	2	5	5	9	11	2	4	27	29	2	7
CEHB	5	8	7	8	5	9	2	2	11	14	5	6	35	47	10	26
Autistic	0	0	6	6	0	0	0	0	0	2	0	3	6	11	4	45
Teacher Mom	-	0	-	4	-	0	-	0	-	5	-	3	-	12	10	100
EMR	18	17	9	15	22	24	19	16	14	12	16	15	98	99	1	1
EMR/EH	0	4	0	0	0	0	0	0	0	7	0	4	0	15	12	100
TMR	6	4	5	4	5	5	6	3	5	6	6	6	33	28	-4	(15)
TR IV	0	0	7	0	0	0	0	0	5	8	0	1	5	9	3	44
Pre Placement	1	0	7	0	0	0	4	0	3	1	4	0	19	1	-14	(95)
Transitional	0	2	2	2	0	0	0	0	0	1	1	2	3	7	3	57
Readiness	-	1	-	0	-	1	-	2	-	4	-	5	-	13	10	100
MLI	0	10	0	0	0	0	0	0	0	0	-	0	0	10	8	100
Multi P, Handicap	0	0	0	0	0	0	0	0	10	11	4	5	14	16	2	12
	59 /	85	66 /	84	66 /	78	71 /	68	91 /	137	58 /	83	411	535		
% of Base 78	14	16	16	16	16	15	17	12	22	26	14	16				
% Chg. 77/78	21		14		10		(2)		37		18		23			

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[1] Represents % of total changes. The base figure is 124 total changes and the % figure represents that proportion of the total changes assigned to a particular program.

[2] Represents % of changes in a program. These figures do not sum to 100. The figures presented in Column 2 represent the % of change in a specific program and may be read as an index of change within a program area independent of other program changes.

with, or without, emotional impairment. The data further reveal that there is a small decrease in Track IV classes and a much greater decrease in the pre-placement classes. In fact, the 14% decrease in pre-placement classes is misleading because 14% represents a percent of total change, whereas, in fact 18 of 19 (95%) pre-placement classes have been dropped.

Discharge of Students From Special Education. With regard to discharge data we obtained figures for discharges in the three major Bureau's programs (BCRMD, BEPH, and BEEH) for the 1976, 1977, and 1978 school years. In Table 2.7 are reported the figures for discharges from each Bureau for the three school years. In both BEPH and BEEH the number of discharges increased yearly, whereas for BCRMD the number of discharges in the Bronx is highest in 1978 (estimated) and lowest in 1977, in Brooklyn it is highest in 1977 and lowest in 1978 (estimated), and in Queens highest in 1976 and lowest in 1978 (estimated).

If one examines the summary data in Table 2.8, it is apparent that across all Bureau programs the rate of discharge is almost two times greater in 1978 (estimated) than in 1977 and almost 3.6 times greater than in 1976. Unfortunately, one cannot explain these data because the section of the statistical report from the data bank which gives reasons for discharges is largely accounted for by such reasons as "unknown" or "other." In seeking to understand these phenomena we asked for descriptions of the categories.

Table 2.7

Discharges from Programs in Three Major Bureaus by Boroughs for 1976-78 School Years (Data Source: DSEPPS Student Data Bank)

	Bronx				Brooklyn				Queens			
	'76	'77	'78[1]	(Est.)	'76	'77	'78[1]	(Est.)	'76	'77	'78[1]	(Est.)
BCRMD	527	444	241	(723)	663	723	150	(450)	455	366	98	(294)
BEPH	157	348	382	(1146)	363	675	712	(2136)	295	446	659	(1977)
BEEH	2	150	182	(546)	46	730	431	(1293)	37	376	256	(768)
Total	686	942	805	(2415)	1072	2128	1293	(3879)	787	1188	1013	(3039)

[1] Note that the figures for 1978 represent only 1/3 of school year. If one assumes a constant ratio of discharges each of the 1978 figures would be three times larger. If one assumes that 1/2 of students are discharged in first three months the total figure would be reduced, but the conclusions would not be substantively changed.

Table 2.8

Total Discharges from All Programs in Three Boroughs for 1976-78 School Years (Source of Data: DSEPPS Student Data Bank)

	1976-77	1977-78	1978-79 (3 months)	(Estimated) (x3)	(x2)
Bronx	686	942	805	2415	1610
Brooklyn	1072	2128	1293	3879	2586
Queens	787	1188	1013	3039	2026
Total	2545	4258	3111	9333	6222

We were informed that no written descriptions are available and that those individuals who compile the data for the data bank (school secretaries) do not have any guidelines either. Once again we must reluctantly conclude that these data are of limited usefulness to managers or to individuals who might wish to explain the reasons for the churning.

In an attempt to estimate whether the Bronx, Brooklyn or Queens discharge rates were different we constructed a gross model which is subject to an unknown magnitude of error. We constructed the model because we had been led to understand that in 1977-78 the new BRO had placed great emphasis on discharging pupils who had records of excessive absence. We obtained estimates of the total number of pupils in special education classes in the three school levels -- but not in special schools -- for the three boroughs from the Office of Educational Statistics. These figures are somewhat inflated by pupils assigned to special programs housed in the schools but not supervised by one of the three large Bureaus. Thus, in the Bronx we estimated that there were 6,837 students, whereas in Brooklyn and Queens the comparable figures were 9,437 and 7,109. We then calculated the percent of children discharged in each of the boroughs by dividing the relevant figure in column two of Table 2.9 by the total figure for that borough. For example, in the Bronx 942 children were discharged of the 6,837 served or 14% of the total. In

Table 2.9

Estimated Total Enrollments of Pupils Served at Elementary, J.H.S. and High School Level in 1977 and Discharge Rates in Three Boroughs
(Sources of Data: Enrollment: Office of Educational Statistics
Discharges: DSEPPS Data Bank)

	Total Enrollment	Discharges	% Discharges/ Total Enrollment
Bronx	6837	942	14
Brooklyn	9437	2128	23
Queens	7109	1188	17

Brooklyn and Queens the comparable percentages were 23 and 17, respectively. We can find no evidence that the Bronx was any more efficient in discharging pupils than in Brooklyn and Queens. (It should be noted, however, that the BRO informed us that they discharged almost twice as many children in 1977-78 as are reported by the data bank report. Such a gross difference in data reference points is not explainable.)

It is apparent that administrators in DSEPPS do not have accurate information about available space in existing classrooms. As we examined DSEPPS class space reports we were struck both by the number of classes that were reported as having only one or two students in attendance and differences in the number of classes reported in schools that we had visited. We called nine of these schools, at random, to obtain a first hand report of the actual number of students on their registers. In total, there were 80 special education classes in the nine schools. We found that there was a discrepancy of ten classes, in terms of categories of handicap, between the data reported by the schools and the data contained in the class space report. Assuming that this error rate was constant over all classes in the DSEPPS cluster, we could be speaking of over 400 classes that are not accurately categorized in the report. Further, we found that there was a discrepancy of 148 spaces available for students that were erroneously reported in the class space document. This figure is confounded by the fact that in some instances classes were up to maximum register as reported by the school but not by the Data Bank and in other classes the registers were below maximum size as reported by the school but not in the report. In essence we were forced to conclude that the space class report would provide no useful management data and would prove misleading for an administrative unit which was attempting to place children in a timely fashion.

It is important to note that we do not mean to criticize the DSEPPS Student Data Bank. We did not study this office, we know nothing about its resources, or what difficulties are encountered in obtaining data. We do know that similar data were available in other offices or in the Bronx Special Education Regional Office, but the totals were never the same.

On the other hand, we found that the Bronx Special Education Regional Office was able to provide us with data as to the number of classes in a specific building and the number of students enrolled. The data were obtained by requiring teachers to fill out an additional information sheet listing monthly attendance figures and indicating the number of children who have been discharged. While these data were timely, and appeared to be more accurate than the DSEPPS Data Bank, the Bronx teachers complained bitterly about this and other additional paper work which they were required to do by the BRO. In addition to providing the BRO with attendance information, the teachers are required to fill out a daily register and a monthly summary of aggregate attendance (Form 1031) which is used to calculate the aggregate attendance statistics collected by the Office of Educational Statistics. It seems that teachers and other school staff are being burdened with paper work for different data collecting offices.

To achieve greater utilization of space and classroom teachers, the BRO has combined classes where partial registers existed and at times moved appropriate classes to different buildings or districts in order to provide additional support personnel. The BRO appears more energetic in maintaining maximum class registers and managing space and personnel than DSEPPS Bureaus. The development of space for new classes and the "clearing" of registers so that space may be more efficiently utilized are problems that DSEPPS central is now beginning to handle through boroughwide administrative units. The issue of consolidating classes is a major problem (especially when this involves "closing" one class and moving children to another class in another building) that the BRO has tried most aggressively to solve. The solution is complex because of the lack of a clear policy as to the involvement of parents in the new placement decision. At the present time, the movement of all children from one place to another must be approved by the Assistant Superintendent of DSEPPS.

Distribution of Resources

Resources available for classroom instruction are allotted by DSEPPS on a per class and per student formula basis. When a class is first established a start-up budget of $300 is made available to each class. Each year a teacher is given $175 for instructional materials and supplies. State textbook money of $15 per student also comes to the school each year for the purchase of text books. Each district receives an additional $200 per student to pay for administrative costs of having special education classes in district schools.

Teachers and principals reported that the lack of instructional materials and classroom supplies presents great problems for them. Funds are adequate but orders for supplies take a very long time, sometimes several months, and materials for new classes may not be requisitioned until the class is actually in the school. Supplies are often ordered and paid for but are never received by the school. Annual funds for text books for special education classes reach a school months after the funds for regular students. These funds are for the purchase of text books and may not be spent on other kinds of materials and equipment even though the needs of some special education students preclude the use of textbooks.

The distribution of funds and support personnel are perceived to be inequitable in the Bronx. This may be due to the great shortage of funds to all programs or it may be due to the fact that at their inception, some DSEPPS programs were given certain support personnel and other programs were not given similar support services. The distribution of support personnel is discussed in the next section, Deployment of Personnel.

Advocacy groups and principals reported that funds allotted to districts for special education do not reach the schools to be used for program or instruction needs. They feel that the funds are used at the district level for purposes other than special education. Several recommendations as to the use of these funds were made: (1) DSEPPS should monitor the districts to insure that the $200 per student allotment is used for special education purposes; (2) the funds should be given directly to schools in which special education classes are housed; and (3) the funds should be given to the Regional Office.

Deployment of Professional Personnel

Prior to regionalization, teachers were assigned by the Bureaus to space obtained from local school districts. Whenever possible, the Bureaus clustered their classes in buildings; however, the distribution of personnel was not identical across Bureaus. According to a formula developed at DSEPPS, programs with "EH" designations had both support personnel and extra teaching personnel assigned. For example, for every two EH classes a third teacher was assigned. When the BRO assumed control in the Bronx it began to shift classes to take advantage of these rules. In one situation, for example, a cluster of 6 EH classes in one school had 6 teachers and 6 paraprofessionals and 3 contact teachers. The group worked as a team and held regular staff meetings. The Director of the BRO recognized that by moving pairs of EH units to other schools, they could provide other schools with contact teacher personnel.

The contact teacher functions as the person in a building whom the BRO may contact and to whom they delegate some administrative duties. Teachers rely on this person to assist in classroom situations warranting extra teaching personnel.

Special Education teachers in the high schools are being used to teach regular classes as their students become more acclimated to high school and attend more regular classes. Regular high school classes are at times overcrowded and when the numbers of students increase as a result of "mainstreaming", then special education teachers are assigned to cover additional sections of these "regular" classes. It has been suggested that high schools receive funds for coverage and also receive the $200 per special education student. It is also suggested that special education teachers in the high schools be made available to help the regular teachers develop understanding and skills needed in teaching special education students.

Teachers in the Bronx are appointed, upon the recommendation of the BRO, by DSEPPS. The BRO is responsible for recruiting and screening all personnel. The Bureaus remain responsible for these activities in the other boroughs. Problems of supervision and rating are associated with the deployment and control of teaching personnel.

The BRO has spent much effort in examining and maximizing the use of teaching staff in off-site locations. Historically, off-site locations such as drug related programs have been poorly supervised. Recent reassessments of the needs for teaching staff in the Bronx revealed that there were many more classes in these programs than enrollment warranted. According to the BRO, more cost effective staffing has been implemented with a reduction of teaching positions and an improved system of supervision. The number of teachers assigned to off-site locations in October, 1977 was 21 for 35 students. In October, 1978 the number of teachers in off-site locations is 17 for 200 students. The Director of the BRO also described the future transformation of P.S. 12, currently a 600 (SMED) school with an enrollment of 60, to a career education center with an anticipated enrollment of 200-300.

The most often discussed aspect of deployment of personnel is concerned with support services personnel. Each group mentioned the lack of support services as the most severe problem for special education in New York City. Severe cutbacks in tax levy funding has greatly reduced the number of guidance counselors, speech therapists, social workers, psychologists, and physical and occupational therapists available to students in special education. Classroom positions have taken priority over itinerant personnel and the BRO's attempt to deploy support personnel within its jurisdiction affects so few students that at the school level no differences are found in the availability of support services in the Bronx as compared to schools in Brooklyn and Queens.

Deployment of Supervisors

The connecting link between special education classes and DSEPPS or the BRO is the supervisor. In the past supervisors have worked within the Bureau structure, attending to the needs of students and supervising special education teachers within the scope of the programs found within that Bureau. With the creation of the Bronx Regional Office supervisors for all Bronx special education programs within CRMD, BEPH, and BEEH were assigned to the BRO. In the proposal for the Bronx Regional pilot project a more efficient and effective model was sought for supervision. The Bronx Regional Office has implemented a model of supervision that deploys and manages supervisors differently than DSEPPS bureaus, and which has changed some of their responsibilities.

The model for supervision as called for in the Fuelner plan and implemented by the BRO assigns supervisors across categories and to schools in a contiguous geographical region. Supervisors are responsible for all the CRMD, BEPH, and BEEH classes within the schools to which they have been assigned. Supervisors are stationed at the Bronx Regional Office and return there every afternoon from 3:00 to 5:00 P.M. to complete paperwork and follow up on problems or phone calls.

This model differs from the historic DSEPPS Bureau model in that supervisors in BEPH and BCRMD were stationed at their respective Bureaus and spent a great deal of time at their desks. Some critics allege that supervisors spent more time doing paper work and traveling than observing teachers. A comparison is not easily made between the two models of supervision, however, because as this study commenced, DSEPPS central administration assigned supervisors in the other four boroughs, in teams of three, to field offices in school districts. They were assigned supervision of all special education classrooms in several buildings, although they maintained some responsibility for teachers in their former Bureaus. This has been labeled horizontal/vertical supervision.

Responsibilities have altered somewhat for supervisors in the Bronx and in Brooklyn and Queens. They no longer negotiate with districts for school space for special education classrooms and they are no longer responsible for placing students in special education classrooms.

The reorganization of supervisor assignments was designed to produce more efficient management. Whether the more frequent contact between a teacher and a supervisor is helpful to the teacher has been assumed rather than tested.

In 1978-79, supervisors in the Bronx are assigned to an average of 44 teachers and these assignments range from 34 to 55 teachers with a median value of 45. This year among the eight supervisors in Brooklyn and Queens that were interviewed, the average assignment is 47 teachers with a range of 37 to 61 and a median of 44 teachers. In 1976-77, supervisors in the Bronx were assigned an average of 43 teachers, with a range of 11-72 teachers and a median value of 44, whereas in Brooklyn/Queens the six supervisors were assigned to an average of 44 teachers with a range of 34-60 teachers and a median of 40. There does not appear to be much difference in average supervisory assignment although the load is more homogeneously distributed than previously.

In all three boroughs the range of supervisor/teacher ratios has been reduced in terms of the inequity of distribution of teachers assigned to different supervisors; however, the average ratio of supervisor to teacher has not been materially influenced by regionalization or cross-categorical supervisory practices. Many district administrators feel that the supervisor/teacher ratio is too high and should be reduced to the current level of Assistant Principal/teacher ratios. Furthermore, there were a great many comments from personnel about the excessive amount of paper work done by supervisors and special education teachers.

Summary

We have grouped together several sets of activities under the heading of management. It is clear that the BRO has devoted a great deal of attention to these areas, and that data there generally are more accurate and timely than elsewhere in DSEPPS. While the BRO appears to manage some activities more effectively, our data do not show a general across the board significant difference in this major area.

Communication/Liaison

The Communication/Liaison aspects of the Regional plan were conceived in response to the charges in the early 1970s by advocacy and parent groups and school personnel concerning the increasing insensitivity to requests and demands by the DSEPPS Bureaus. The Fuelner plan proposed regional offices which would serve smaller units and be physically closer to the units to be served. She expected that the "Regional" office would establish more active and sensitive communications with its constituency. It was expected that the regional office would be proactive as well as reactive. We designed interview and questionnaire items that would provide data relevant to the question of how well has the BRO achieved a sensitive and active communications liaison network. Unlike the previous section where we organized the data according to sub-categories of management activities, here, in discussing communication and liaison, it seems more appropriate to report the data by respondent groups.

Supervisors

One of the roles of the supervisor is that of liaison between the school and DSEPPS or the BRO. Supervisors in the Bronx feel that they are spending more time in schools now than they did in 1976-77 and that they are able to get to a school much more quickly than when located in Brooklyn.

The average number of visits to teachers each month estimated by Bronx supervisors was 3.44 times per month in 1978-79 and 2.38 in 1976-77. Brooklyn and Queens supervisors estimated that they visited teachers 3.75 times per month in 1978-79 and 2.9 in 1976-77.

Bronx supervisors indicated that they would seek assistance with a teacher's problem from another supervisor before going to a superior. Supervisors in the Bronx report to the BRO office every afternoon from 3:00 to 5:00 P.M., where they share office space. Communication among the supervisors in the Bronx may be facilitated by the easy access they have to one another.

By contrast, supervisors in Brooklyn and Queens described difficulty in communicating with other supervisors in the field. The model of supervision recently implemented in the other four boroughs is based on the concept of three person supervisor teams. Three supervisors, one from each bureau -- CRMD, BEPH, and BEEH -- are now located in schools near where they supervise, but they may not be housed together, do not have secretaries to answer telephones, and do not always have easy access to their office in the late afternoon. The Brooklyn/Queens plan has not yet evolved to a state which facilitates supervisor to supervisor communications.

Administrators - DSEPPS Central and BRO

BRO administrators said that there are meetings with school principals every other month and district meetings with superintendents and principals once or twice a year to discuss space. Several meetings have been held with high school principals to discuss issues and problems of placing and educating special students. They described communication at the school level as a function of the special education supervisor who communicates directly with the principal and staff. Resource, cluster or crisis teachers also maintain communication with school staff and administrators. Administrators at the BRO outlined efforts to improve the articulation of special education students from one school level to another. They have focused on the movement of students from the junior high school level to the high schools.

The BRO administration believes that the BRO is able to communicate more rapidly than DSEPPS Bureaus because they have a smaller area to manage and because they have a unitary organization (rather then a bureaucratic one). In dealing with articulation problems the Regional Office has assigned one of its assistant directors to develop a plan which will facilitate movement of students into appropriate programs and move their records efficiently. There seems to be some evidence that these procedures are developing; however, teachers and principals in the Bronx (as elsewhere) often complained about the slow movement of student records. In some instances one hears of pupils arriving at schools unannounced. This appears to be a problem of records management and communication between COH/EUs and schools.

From the point of view of administrators at the BRO, and senior officers in DSEPPS, the BRO is more responsive to requests for assistance from parents and school personnel because the BRO has a non-bureau structure whereas parents or school personnel with problems must know the correct DSEPPS Bureau to call in order to negotiate the Bureau structure. It is not uncommon for people to call the DSEPPS central office to find out where they have to go to obtain assistance. Hence, a person might have to call two or three times to receive help at DSEPPS central while one phone call usually sufficies in the Bronx. In one sense the senior officers at DSEPPS are more aware of Bureau problems than BRO problems, because they receive many calls from school personnel and laypeople who have not learned to negotiate the Bureau system.

Another difference perceived by DSEPPS central administrators is that the BRO is able to be responsive to the six districts in the Bronx because of the contiguous nature of the districts and the smaller geographical scale that must be negotiated by the BRO than by the Bureaus. The smaller scale permits BRO administrators to have first hand knowledge of all programs and schools in the Bronx while Bureau administrators must depend on many secondary sources for for their information.

The senior officers of DSEPPS acknowledge that the BRO appears to be "responsive" and energetic in its dealings with the Bronx Community School Districts; however, *there is considerable negative feeling about the lack of communications between the BRO and DSEPPS central administrative offices and among the Bureaus and the BRO*. One gets the impression, both from interviews and correspondence, that there is a serious lack of communications and trust between the BRO and DSEPPS. For example, the BRO maintains continuously that they are not receiving their "fair share" of resources. In October, 1978, when the BRO requested additional teaching personnel, the central office required an independent audit of the BRO request prior to acknowledging the stated needs. This delayed response for more than a month. We have already noted that BRO student data are more accurate and up-to-date than that obtained from the DSEPPS data bank. Apparently, the BRO does not report its statistics to this office.
In the matter of finances, the BRO has continually requested budget information about expenditures of the Bureaus but has always been denied access to this information. From the point of view of senior officers at DSEPPS, the BRO

appears to be a separate entity. Recently, an independent audit of class registers was undertaken by DSEPPS; however, this was undertaken in all boroughs except the Bronx. This is but one example of the "hands-off" policy exhibited by DSEPPS toward the BRO.

The only intersection of communications between the BRO and the Bureaus occurs at the regular meetings of the Bureau Chiefs and the BRO Director with the Assistant Superintendent of Schools for Special Education. The flow of communications appears to be from BRO to senior officers to Bureaus and vice-versa.

Bureau Chiefs

As further confirmation of the lack of interaction between Bureaus and the BRO is the assertion by all Bureau chiefs that they have not planned or consulted with the BRO since its inception. Except for the transfer of personnel in 1977, the BRO and the Bureaus have maintained a distant separation. It was not unusual to hear from senior Bureau officials allegations of serious problems existing in the Bronx, or of a diminution of services, or of a wholesale closing of programs, which upon investigation were inaccurate. Recently, the Director of the Bureau for the Hearing Handicapped initiated a meeting with BRO personnel to discuss the movement of a program from BEHH to the BRO.

Without attempting to fix fault in this matter, it should be noted that Bureaus are not well known for communications within the system. There is a variable response from superintendents and principals about the level and kinds of communications which existed and currently exist between them and Bureaus; however, it is rather apparent that most communication between Bureaus and school district personnel were in the realm of negotiations about space and supervisory duties and perogatives. The supervisors, as agents of the Bureaus, were, and are, involved in handling jointly with principals discipline and suspension problems. The Bureau chief emphasized that their curriculum and collaborative efforts (where these existed) occurred between the teachers and Bureau. A further example of the lack of communication between the BRO and DSEPPS was heard at the state-wide meeting of the New York Association for the Learning Disabled. The Director of SEIMC for New York City said that notice of the SEIMC course offerings is sent to every school housing special education classes except for the schools in the Bronx where notices were sent to the Bronx Regional Office. Special education teachers from the Bronx who attended the meeting testified that they never received information about SEIMC courses and workshops and that the BRO does not inform them of SEIMC or Bureau-sponsored activities.

Union Officials

The focus of concern expressed by union officials was the lack of involvement of teachers throughout the city in developing and participating in decisions that affect them. Union officials described the Regional Office as being energetic, action-oriented, and responsive but not always supportive, accessible or understanding.

Union officials talked about the effect of school institutional constraints on special education teachers and how they remain separate from other teachers because of the nature of the relationship of special education to regular education in New York City public schools. Special education teachers usually are not selected by the principal, and they do not engage in much collegial behavior with their peers who teach regular classes. They are rated by a special education supervisor and the building principal. They receive curriculum materials from a central bureau and their supervisor is not an on-site person. The teachers typically see their building administrators when there is an immediate problem, e.g., pupil behavior, or a need for supportive services. In these areas the BRO does not appear to have affected conditions, except that some teachers report that their supervisors, or BRO administrators, are sympathetic.

Union officials find it easier to communicate with the BRO than with DSEPPS headquarters. It should be noted, however, that the union contract is with the Central Board and most grievances are heard at the District level and at the Central Office. The BRO is thus an agent, a link between District and Central, rather than a participant in grievances.

Superintendents

Superintendents in the Bronx generally find the BRO responsive. They like having a single place to call. The BRO has not always communicated its intentions to the superintendents and several of them objected to what was referred to as the BRO "proprietary" interest in programs. As an example, special education classes were moved from a school in one district to a school in another district without prior discussions with district or school building personnel.

Superintendents in Brooklyn and Queens were mixed in their estimate of DSEPPS accessibility and responsiveness. The fact that a single supervisor would be responsible for all special education in a school appealed to superintendents in all three boroughs.

Interaction between the BRO and Bronx superintendents is not consistent. Some superintendents are in regular communication while others are in contact only to discuss space or to follow-up on a school problem. Such matters as finances, distribution of programs, creation of new programs, delivery of services and research proposals are almost never discussed. The superintendents in the Bronx suggested that almost all communications between them and the BRO start with them calling the BRO.

Principals

A major concern of the principals interviewed in all three boroughs is the lack of effort on the part of DSEPPS and the BRO to develop a consistent continuous program across levels of grades i.e., primary, intermediate, junior and senior high schools. Principals in all three boroughs said that they have not often participated in discussions with DSEPPS or the BRO staff about special education curriculum, program development or cross-categorical teaching. Bronx high school principals said, however, that BRO had initiated communications with high school principals in an effort to improve programs for high school special education students. Communication between Bronx principals and the BRO and Brooklyn and Queens principals and DSEPPS differed as to whether principals are informed of major organizational change. A majority of principals in the Bronx said that they had participated in discussions about cross-categorical supervision. Principals in Brooklyn and Queens reported that they were told about it in a September meeting.

Articulation is a major problem for special education students. Articulation may mean the physical movement of students from one level of schooling to another, or from one program to another; it also involves the movement of student records to the student's new school. In the first instance, the principles of articulation are similar to those that apply to placement of any student as he or she moves through the system. There is some evidence that in the past, that the low expectations for progress on the part of special education students caused little motivation for the development of articulation policies. For example, if one does not expect a student labeled EMR to move onto the high school then one does not have to plan a meaningful and appropriate high school program for him/her. The BRO has actively developed in conjunction with the Bronx high school principals an articulation program which develops a vocational-career oriented core jointly with an appropriate high school program. These efforts have only begun to be thought of at the lower levels of schooling (e.g., junior high school or elementary school); however, there is a committee in the Bronx concerned with such issues.

The problem is more complex for Bureau programs which have not developed curriculum materials relevant to a particular handicapping condition. As we interviewed Bureau chiefs and other school personnel we heard of specially designed curriculums by the BCRMD but did not find such programs in BEPH or BEEH. In the latter two Bureaus, programs have been developed around existing "regular" curricula, but little appears to have been done to develop specialized curriculum materials based on the specific handicapping condition. Continuous programming for special education across levels is needed to insure that students experience smooth transitions from one school to another. With regard to the movement of records one heard similar and frequent complaints concerning lateness, lack of security, and loss of records of children who had been newly placed, transferred, of reevaluated for new placement. However, the forwarding of school records is usually the only communication between schools. Principals in all three boroughs report that records take a very long time to reach a school. One Bronx principal said that 70% of the records of special education students in his school are missing. Bureau chiefs frequently gave as one reason for maintaining centralized bureaus, their capability to facilitate the movement of records of a highly mobile student population. Judging from our interview data from the majority of principals, the movement of records between schools or from one borough to another is a frequent problem. There appears to be no policy on articulation and no consistent effort on this important problem.

Perceptions by principals in the Bronx of the responsiveness of the BRO are uneven. Some principals feel that the BRO is more responsive to their requests for assistance than the Bureaus were, while others find that the BRO does not return phone calls or follow through on requests for assistance.

Fifty percent of the Bronx principals who described the responsiveness of the BRO said that the quality of assistance from it was better than from Bureaus. The remaining principals said that the quality of assistance in the Bronx was uneven or worse than they had received from the Bureaus.

Communications between school principals and the BRO occur on the average of once a month, but some communicate as frequently as everyday. Bronx principals most often call the BRO for assistance with transportation, student placement, student transfers or personnel. In Brooklyn and Queens principals contact DSEPPS mostly about personnel.

In the Bronx, 11 out of 18 principals said that the BRO was generally responsive to their requests. In Brooklyn and Queens, 5 out of 10 principals reported that DSEPPS was responsive to their requests. Principals who were able to get assistance within DSEPPS said that they felt their success was due to the fact that they had been dealing with the system longer than many other principals and knew who to call to get the assistance they needed. Eight out of 18 Bronx principals (44%) said that the BRO responds to their requests on the same day. Four of 11 principals (36%) in Brooklyn and Queens reported same day response from DSEPPS. Principals in the Bronx are mixed in their feelings as to whether communications have changed since 1976. All principals report that there is no systemmatic written communication from DSEPPS or the BRO and there are no regularly scheduled meetings to discuss special education except those reported by Bronx high school principals.

Teachers

Data on communication patterns between special education classroom teachers and regular school staff, the

Bronx Regional Office or DSEPPS, and with parents were obtained during the teacher interviews.

Interaction between regular teachers and special education teachers is constrained by the fact that special education teachers have different schedules, are usually located in a part of the school building away from the regular classes, and are supervised by a special education supervisor, as well as the building principal. Teachers feel that the amount of interaction between regular and special education teachers is a function of the principal's support or non-support for special education. Seventy-five percent of the teachers in the Bronx feel that attitudes toward special education students have improved in their schools. Attitudes, they said, reflect the tone of the building and how the principal feels toward special education students. Mainstreaming also has contributed to a positive attitude change. Twenty-four of forty-two (57%) teachers in the Bronx indicated that attitudes toward special education in their school had improved. Seven teachers indicated that the school principal's supportiveness of special education helped to change attitudes and seven teachers attributed the change to mainstreaming. In Brooklyn and Queens five of the eleven (45%) teachers who responded to this question felt that attitudes had improved toward special education in their school.

In answer to the interview question, "In general what are your feelings - both concerns and positive feelings -- about Regionalization?", 43 responses were elicited in the Bronx. Of the 43 responses, 27 were negative. The statements most frequently made pertained to more paperwork (52%), with poor communications with BRO personnel and the general unresponsiveness of the BRO to teacher initiated inquires ranking second (21%). For eight persons (19%), regionalization has made no difference and/or no improvement, six statements (14%) suggested that conditions were good or better, and two (5%) persons thought the concept was fine but that the BRO needed to make improvements in the way it communicated with teachers. When special education teachers were asked to describe their major problems, 10% of the teachers in the Bronx mentioned the lack of cooperation, or negativeness of BRO administrators, in their interactions with teachers.

In Brooklyn and Queens, 18 responses were made to the question about relations with DSEPPS Bureaus. Nine comments were negative and nine were positive. The most frequently mentioned concern was "doesn't give much help" (22%). Among the positive comments, the most frequently heard sentiment was that the supervisors and/or Bureaus "cared about the children" (28%).

Teachers were asked to indicate whether they had input into decisions concerning cross-categorical supervision, cross-categorical teaching, new curriculum development, the removal of special education programs, or the articulation of special education students and/or programs. Table 2.10 indicates the percent of teachers responding in the Bronx, Brooklyn and Queens who said that they did have input into these decisions and the percent of teachers who said they did not have input. Some teachers did not respond to this question and others responded only in part. The data clearly support the contention that teachers in all three boroughs were not involved in decisions involving cross-categorical teaching, new curriculum development, or moving of special education programs. Only in the area of articulation of students between school levels do Bronx teachers report (88%) significantly more involvement in the decision than do Brooklyn-Queens teachers.

Teachers in all three boroughs mentioned the difficulty they have in communicating with parents. They receive some assistance from special education contact or crisis teachers and school principals in contacting parents. Teachers said that the IEP process affords them more opportunity to talk with parents. In general, however, they feel unable to influence parents to reinforce at home some of the skills that students are learning at school. There are no differences between teachers' responses about communications with parents in the Bronx and Brooklyn and Queens. Teachers did not report receiving assistance from the Bronx Regional Office organizing parent meetings or contacting individual parents.

TABLE 2.10

Percent of teachers responding who said they had/had not provided input into programmatic decisions

Programmatic Decisions:	Bronx			Brooklyn and Queens		
	% of teachers who had input	% of teachers who did not have input	N	% of teachers who had input	% of teachers who did not have input	N
Cross-categorical supervision	4	96	27	0	100	12
Cross-categorical teaching	21	79	38	0	100	13
New curriculum development	28	62	42	21	79	14
Moving of special education programs	2	98	39	8	92	12
Articulation of students between school levels	88	12	17	27	63	11

In Table 2.11 are presented a tally of concerns mentioned by teachers on the teacher questionnaire in the Bronx and in Brooklyn/Queens combined. In column 2 are reported the percentage of response for each category and in column 3 are the rank order of concerns. In all three boroughs teachers express concerns in about the same order and in the same proportions.

Agencies and Advocacy Groups

Interactions between the agencies and advocacy groups and the Bronx Regional Office were characterized by representatives as taking place most often at the initiative of the agency to inquire about the placement of a child. Agencies reported that they communicated with the BRO with varying frequency: once in a while (4 agencies), monthly (1 agency), weekly (3 agencies), or more often than weekly (2 agencies). Other issues about which agencies contact the BRO include program, transportation, parent involvement and the coordination of services.

Representatives of agencies and advocacy groups generally feel it is difficult to get through to the BRO by phone. They feel they have little influence on decisions that are made concerning special education in the Bronx.

Table 2.11

Perceived Concerns of School Teachers (PS/JHS) by Borough

Type of Concern	Bronx			Brooklyn-Queens			
	Number[1]	% Total[2]	Rank[3]	Number[1]	% Total[2]	Rank[3]	t
I. Support Services	78	28		25	18		2.22*
Personnel	56	20	1	21	15	2	1.23
Supervision	22	8	5.5	4	3	10	
II. Administrative Concerns	76	27		48	35		1.68
Supplies & Equipment	30	11	4	19	14	3.5	
Transportation	8	3	9.5	2	1	12	
Mainstreaming Oppor.	5	2	11.5	5	4	9	
Workload	33	12	3	22	16	1	
III. Classroom Concerns	80	28		39	29		
Group Composition/ Behavior Management	52	18	2	19	14	3.5	1.03
Parent Communication	19	7	7	8	6	8	
Class Size	9	3	9.5	12	9	6	
IV. Prof. Development	41	15		22	17		-
Prof. Dev. Program	17	6	8	13	10	5	
Morale	24	8	5.5	9	7	7	
V. Miscellaneous	5	2		2	1		
General Job Cond.	5	2	11.5	0	0	13	
Building Security	0	0	13	2	1	11	
Totals	280			136			

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[1] Teachers could list as many concerns as they wished. The totals reflect the number of independent concerns listed by those who responded. Not every teacher responded to this item and number of concerns listed varied with the teacher.

[2] % total refers to the number in a category divided by total number of responses, e.g., for support personnel 56/280 = 20%.

[3] Ranks were obtained by ordering categories for each Borough and then ranking them from largest to smallest category.

The agency representatives are generally divided in their perceptions of the responsiveness of the Bronx Regional Office. Six said that the BRO was responsive, four said it was not responsive, and two said that it was sometimes responsive to their requests for information or assistance. Nine representatives said that the Bronx Regional Office had investigated situations for them and reported that they were successfully resolved about half the time.

Agency representatives listed strengths and weakness of the BRO. Strengths include the fact that there is a single place to go with a problem and there is closer contact with the advocacy groups. Weaknesses that were mentioned include the lack of contact between the BRO and DSEPPS, changes in BRO personnel that contribute to an agency's inability to know who to contact at the BRO, and poor public relations. The major concern and recommendation from agencies was for improved communication between the Bronx Regional Office and parents. The reflections on the strengths and weaknesses of the BRO by the advocacy groups further reinforces the feeling that [illegible] groups are experiencing very different encounters with the BRO.

Advocacy group respondents did not respond to questions about DSEPPS Bureaus. Some of the citywide groups have had experiences with DSEPPS and the BRO. In general these agencies do not feel that there is a significant difference between communications with the BRO and with DSEPPS. In one instance, one large advocacy group was actively involved, as they see it, in the pressure to regionalize and feel that the BRO will be a great improvement over the Bureaus.

Parents

Interviews that were conducted with parents sought to collect data relevant to how schools communicate with parents and to what extent parents had experience and/or knowledge of the Bronx Regional Office. Many parents of special education students who were interviewed said that they are in frequent contact with their child's teacher. There were no differences between the responses of parents in the Bronx and Brooklyn and Queens. The data indicate that both parents and teachers initiate contact and communicate at school, or by phone, to inform each other of student progress and/or behavior. Most parents in all three boroughs had knowledge about their child's special education program. About half of the parents interviewed had been informed by teachers as to how they could help their child at home. All parents said that they had not been directly involved in writing an IEP for their child. About one forth of the parents said that they had seen their child's IEP and had reviewed it with their child's teacher but most parents who were interviewed were unfamiliar with the process used to develop IEPs. Parents in the Bronx were not more knowledgeable about their child's IEP than parents interviewed in Brooklyn and Queens.

In general, parents in Bronx, Brooklyn and Queens contact the teacher or principal when their child has a problem in school. Most of the problems described by parents had to do with student behavior such as fighting or verbal abuse. Parents reported that school personnel resolved these problems in most instances. Parents also said that they contacted school personnel and regional or DSEPPS Offices in an attempt to have support services at their child's school increased. They said that school personnel were unable to help with this problem. Parents who reported talking with BRO and DSEPPS administrators were dissatisfied in the responses they had received and the lack of action that resulted from their efforts. Some parents said that phone calls to the BRO and DSEPPS were not returned.

A third of the parents interviewed in the Bronx said that they had heard of the Bronx Regional Office. They had contacted the BRO to resolve problems such as reduced support services, transportation, and placement. The parents that we interviewed who had sought assistance with problems at the BRO reported the BRO staff was unresponsive and unhelpful.

Summary

The liaison role of the Bronx Regional Office was described by the various groups interviewed. Some community groups and agencies communicate with the BRO on a regular basis while other groups report that the BRO is unresponsive to their requests for assistance. Principals and superintendents prefer the fact that they now interact with one supervisor rather than supervisors from the several DSEPPS bureaus. When dealing directly with the BRO some principals found the regional staff to be responsive to their calls while others said that their calls were not returned or that problems were not resolved. Principals in all three boroughs said that neither DSEPPS nor the BRO send them routine written communications or hold regularly scheduled meetings for principals.

Supervisors in Brooklyn and Queens said that they have difficulty communicating with one another because there is no one to receive their phone calls during the day, and because they are scheduled at schools much of the time and do not meet with one another on a regular basis. In the Bronx supervisors communicate with one another, seek assistance from each other, and have regular office hours each afternoon at the BRO.

The location of the BRO is felt by school personnel, BRO staff, and central DSEPPS administrators to be a factor influencing greater communication between the BRO and districts. The size of the Bronx is seen as more realistic in terms of the geographic area, and number of districts and schools. Advocacy groups said that the BRO's location makes it more accessible to parents.

Articulation is a problem in special education in all three boroughs. Students who move from one school to another often arrive at their new school unannounced. Many principals and teachers report that records do not arrive for several weeks or months after a child is enrolled in a special education class.

Union officials find the BRO to be communicative and responsive to teachers. However, organizational constraints help to maintain distance between special education teachers and regular teachers. The fact that special education classes are supervised and funded differently and have different schedules creates barriers between regular and special education teachers. Teachers reported that feelings of separateness are reduced in schools where the principal is supportive of special education. Interviews with teachers also revealed that they do not have input in programmatic decisions except for student articulation and that they are very concerned about the lack of communication between the parents and the school. Parents who were interviewed said that they communicate with their child's teacher on a regular basis.

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In dealing with any organization as complex as DSEPPS and the Bronx Regional Office there are likely to be a number of issues which fall between the interstices of one's categories. The issue of "provider" of group services to children with special needs in off-site centers and the relationship to the Bronx Regional Office has not been discussed. We were unable to study this matter in great depth; however, there are several individuals who mentioned it and there was considerable correspondence in DSEPPS files on the evident attempts of the BRO to "deal" with the agencies that provide services to youth in the areas of drug related programs and other dysfunctions.

These issues appear to fall some place between management and communications. Simply put, the BRO in its attempts to bring class registers to maximum legal size within the boundaries of all Bronx programs began intensively to demand attendance accounting from a number of the providers of service to children with emotional and drug related problems. With great speed the BRO began applying DSEPPS regulations without prior communications, and in some cases apparently without consultation or study of the complex issues, to bring the programs into compliance with regulations. In some instances this meant closing down programs, or, in one instance, affecting the hospital-related services by moving the center from one geographic area to a school which fell outside the catchment area of the hospital.

Without ascribing blame, it is apparent that the BRO has pursued an approach which it has not "communicated" well. Related to this is the issue of alternative schools in storefronts, in hospitals, etc. As with alcohol and drug related programs, the alternative school programs pose areas of difficulty for an accountability conscious management. Another of the issues that has emerged is the role of the itinerant principal, that is, a person responsible for a number of classes (usually for children with severe emotional impairments) in several different locations. As with the alternative services mentioned above, the BRO has declared its intention, much to the chagrin of the CSA, to exchange the principal for a supervisor. These are not issues which can be dealt with in this paper. It is essential that policy concerning these vital areas should be constructed at the highest levels of DSEPPS. The role of the "provider" agencies in New York City is one which requires extensive study. Certainly more harm than good will result for children from different "regional" administrations interpreting DSEPPS mandates in a variable manner across the city.

Program and Personnel Development

Basic to the delivery of high quality services for children with special needs is the continued evaluation and development of programs and the training of professional staff. Program development is viewed as a function of the DSEPPS Bureaus and the BRO.

Program Development

Program and curriculum development have generally been teacher-bureau oriented. The Bureau for Children with Retarded Mental Development (BCRMD) has been the most active over the years in creating new programs and curricula schemes; however, there does not appear to have been much of this activity in the last two or three years. Principals rarely participate in the developments and recent changes in work rules and fiscal problems have acted as constraints on teacher/curricular activity. The other Bureaus have acted more to create programs and modify existing curricula for them rather than to develop new curricula. The BEEH unit has been very active in creating new programs (e.g., Teacher Moms, autistic), and the BEPH has created the most rapidly developing program (NIEH.) Program development in the Bronx is in a sort of limbo. The Bureau chiefs all indicate that they do no planning, or developing, with BRO officials or with Bronx teachers.

In the Bronx,administrators talked about the poor quality of off-site programs, the lack of program substance and cohesion among those labeled "EH", and positively about the emphasis on career development for secondary students. In the high schools, the BRO has proposed that career evaluation and counseling be conducted in a student's first year and than a program be designed to help the student gain skills that render him or her employable. There are immediate plans by the BRO to open a center for career education in the Bronx. Bronx administrators feel that the Title I program for special education in the Bronx is better now because of their efforts to upgrade the teachers and provide for a more even distribution of services across programs. In the Bronx Regional Office it was clearly felt that curriculum development was what they should be focusing on once administrative problems have been solved.

The Special Education Instructional Materials Center (SEIMC) functions as a resource and training facility for DSEPPS. In previous years, with federal funding, these centers, one in each borough, purchased a wide variety of instructional materials for use in special education classrooms. Bureau directors responded to inquiries about their relationship to SEIMC in a variety of ways. CRMD and BEEH directors said that they have been and continue to be actively involved in SEIMC. The BEHH Bureau Chief said that SEIMC materials are too general for the unique needs of hearing handicapped students. The Director of Speech Improvement, the Bureau in which SEIMC is administratively housed, reported that SEIMC in the Bronx had been closed by the BRO. The Bronx Regional Director said that no funds were allocated for its continued operation, so there was no alternative but to close the center.

Cross-categorical teaching is a model that the Bronx Regional Office is attempting to implement. In this model students with similar functional learning needs are grouped together for instruction. Bureau directors were asked about the feasibility of such a model and to describe other new instructional patterns being attempted by teachers in their Bureau's program. Severely handicapped students are not considered by Bureau directors to be capable of benefitting from such an instructional model. The Bureau of the Emotionally Handicapped described the grouping of students from different EH classes together for various purposes. The speech therapist was described as working cross-categorically as small groups are created by the therapist according to the functional needs of the students rather than according to the students' primary handicapping condition.

One Bureau director said that cross-categorical teaching is not possible because of the inherent organizational structure of the Bureaus.

Several Bureau directors claim that cross-categorical teaching is inherent to their programs, but they refer to mixed grouping within their own programs rather than among programs of different Bureaus. The model is being fostered by the BRO where special education class labels have been changed so that all classes, regardless of program, are called Learning Centers. Two schools in the Bronx appear to have implemented the model. (See Appendix G for a discussion of I.S. 192x Learning Center). Teachers in the Bronx Learning Centers have resisted implementing cross-categorical teaching.

Resource rooms are being established to serve students who are considered learning disabled. In the Bronx, the resource room functions cross-categorically, serving the needs of students who have been referred but have not completed the COH evaluation process. Bureau input into planning for resource room varies. BEPH anticipates a role in planning the program. BEEH had developed some materials and is active in the present planning phase. The Bureau Director for Speech Improvement said that there is no budget for testing students thought to be learning disabled. Presently students receive resource room services upon the recommendations of the classroom teacher and other school personnel.

Six of the ten superintendents interviewed felt that given the necessary funding that they could develop more appropriate and effective programs for children with special needs then presently exist. One of the superintendents voiced considerable skepticism that Community School Districts would receive adequate funding and Bronx superintendents were insistent that their comments not be taken as a derrogation of the BRO.

Principals expressed concern about the lack of continuity and consistency within special education programs across school levels, i.e., primary, intermediate, junior and senior high school. In spite of the concerns raised about program consistency two-thirds of all the principals interviewed feel that special education programs in their schools are somewhat better now than in 1976; this was primarily due to the expertise of the special education teachers. In the Bronx some principals attributed some of the change to better supervision and communication from the Bronx Regional Office.

Mainstreaming in academic areas is very limited but occurs in high schools more than in elementary and junior high schools. Some increases in mainstreaming were indicated by Bronx principals since 1976. Half the Bronx principals who responded felt that mainstreaming had increased in their school, 38% of Brooklyn and Queens principals noted an increase during the same period. Principals attributed any increase in mainstreaming to the efforts of personnel within their schools, and not to DSEPPS or BRO efforts.

Teachers who were interviewed in all three boroughs complete their students' IEPs without assistance. They tend to view IEPs as additional paper work rather than program development. Supervisors both in the Bronx and in Brooklyn and Queens have been instructed to examine plan books and to make sure classroom programs match the students' IEPs. Teachers perceive this supervisory activity as a way of monitoring teacher behavior and feel that IEPs were designed to measure teacher effectiveness rather than to facilitate individualized instruction.

The concern registered by representatives of advocacy groups and agencies for special education programming centers on the closing of preplacement and transitional classes. After school, summer and vocational programming are considered by special education advocates as top priority for programmatic focus by DSEPPS and the BRO.

Parents who were interviewed generally feel satisfied with their child's program in school. There were no differences between the responses of parents in the Bronx and parents in Brooklyn and Queens. They attribute the progress their children have made and their satisfaction with their children's school experiences to the special education teacher. Those who were dissatisfied complained that their child was not receiving needed services such as speech therapy, motor training or physical therapy.

Personnel Development

Administrators in DSEPPS and the BRO describe the special education supervisor as an instructional leader whose functions include teacher training, program development, and implementation. The supervisor is viewed as the conduit between the Bureaus, or the BRO, and the special education teachers, providing information about new methods, materials, and programs.

Although instructional leadership is the foremost role of the supervisor, clerical tasks so absorb their time that supervisors find it almost impossible to be instrumental in improving the curriculum and instruction in their assigned classrooms. An analysis of Responsibilities of Special Education Supervisors Assigned to Field Offices(see Appendix F[illegible]), circulated by Assistant Superintendent Joyce Coppin at the time of the deployment of supervisors to districts in the fall, 1978, indicates that, of the twelve responsibilities listed seven required separate time consuming clerical tasks.

The responsibilities, overwhelmingly clerical, assigned to supervisors do not reflect the preeminent goals of curriculum and instructional improvement for special education in New York City.

Seventeen supervisors in the Bronx and ten supervisors in Brooklyn and Queens were interviewed (three each from BEEH and BEPH, and four from BCRMD). Thirteen Bronx supervisors and eight supervisors in Brooklyn and Queens also completed questionnaires. The average number of years that these supervisors have worked in the New York City public school system is 12 with a range of 5 to 28 years. Their experiences include teacher, guidance counsellor, and coordinator roles. Very few supervisors have had teaching experience in more than one category of special education and only one supervisor reported experience outside of New York City.

Our first impressions after talking with people in DSEPPS, community school districts, and the regional office was that in the past supervisors spent much of their time handling administrative details in their offices at the Central Board of Education in Brooklyn and seldom were available to help teachers or other school personnel. It was difficult to elicit from anyone a clear description of the functions and responsibilities of supervisors. Many people did not know what supervisors actually did. As the numbers of special education students and classes dramatically increased, supervisors had more paper work and consequently less time to visit schools. They were seldom seen by teachers or principals.

With the organization of the Regional Office in the Bronx, and subsequently of administrative units in other parts of the city, some of the clerical responsibilities have been removed from the supervisors. They no longer negotiate for space for a new class, arrange for placement of new students, or arrange for their transportation. The emphasis seems to be on freeing up supervisors to visit schools more frequently, observe teachers, and conduct staff development.

Supervisors in the Bronx estimate that they spend 43% of their time in direct classroom observation whereas Brooklyn and Queens supervisors estimate that they spend 40%. In all three boroughs there are small increases for the 1978-79 year as compared with 1976-77 in the amount of time supervisors spent in classroom observation; this is corroborated by data from the teacher questionnaire and interviews. Although Bronx supervisors appear to visit teachers more frequently now than in 1976, there is some evidence that teachers do not feel that they receive much assistance in dealing with their day-to-day classroom problems. Many of the teachers in the Bronx refer to the preoccupation and zealousness of the Bronx supervisor regarding paper work and regulations.

Supervision was considered by all teachers interviewed as one of their major problems. Approximately two-thirds of them feel unsupported by their supervisors. New teachers feel inadequately prepared to teach in some of the special education classrooms and they expressed disappointment in the lack of effort by supervisors to provide training for them. When teachers were asked about assistance they get in working with parents and preparing IEPs, some said that they have been helped with IEPs by their supervisor but most teachers said that they do them on their own and interpret them to parents without assistance.

From the responses of teachers to questions about how often they meet with, were observed, and had their planbook reviewed by the supervisors (in 1976 and 1978), we were able to test the differences across boroughs in each year.[2] The data in Table 2.12 indicate that in both 1976 and 1978 Bronx teachers perceived their supervisors as performing each of these three functions more frequently than the Brooklyn and Queens teachers perceived them being done by their supervisors. Supervisors in the Bronx historically appear to have attended to these functions to a greater extent than their counterparts in Brooklyn and Queens; thus, one cannot necessarily ascribe the 1978 borough differences to the influence of the BRO.

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[2] Because of the technique used to estimate 1978 visits, these values are probably inflated.

Table 2.12

Means and Standard Deviations for Three Teacher/Supervisor Interactions in Three Boroughs for 1976-77 and 1978-79 School Years

			Meet With	Observe	Review Plan Book
1976-77	Bronx	$\bar{X}$	4.1*	2.3*	3.1*
		SD	1.5	1.4	1.8
		N	69	68	66
	Brooklyn	$\bar{X}$	2.3	1.3	2.0
		SD	.9	.5	1.5
		N	10	10	10
	Queens	$\bar{X}$	2.4	1.8	1.8
		SD	1.8	.9	1.3
		N	18	17	18
1978-79	Bronx	$\bar{X}$	4.4*	2.8*	3.9*
		SD	1.5	1.5	1.7
		N	103	93	98
	Brooklyn	$\bar{X}$	3.7	2.1	3.1
		SD	1.6	1.4	1.8
		N	18	17	19
	Queens	$\bar{X}$	3.1	2.2	2.8
		SD	1.2	1.4	1.7
		N	27	26	26

*Denotes a significant difference in means of Bronx vs. Brooklyn/Queens at $p < .03$ or less. All mean differences by one way analysis of variance. All F's were significant. Mean differences for Bronx vs. Brooklyn-Queens and Brooklyn vs. Queens were tested by t tests.

District and school personnel in the Bronx perceive some improvement in supervisory practices associated with the implementation of the cross-categorical supervisory pattern. In the fall of 1978, the deployment of supervisors in Brooklyn and Queens was changed from Bureau orientation to team, field-based orientations. The supervisors were assigned, as in the Bronx, to a set of schools in which they had responsibility for all special education classes. Although the Bronx and Brooklyn/Queens plans appear to be similar, very real differences in responsibilities of supervisors are apparent. District and school personnel in Brooklyn and Queens are loathe to characterize the recently implemented plan because of its newness; however, there is considerable anxiety about the "loss" of specialist help and the lack of an observable training program for supervisors. Supervisors expressed these same concerns.

In all three boroughs the range of supervisor/teacher ratios has been reduced in terms of the inequity of distribution of teachers assigned to different supervisors; however, the average ratio of supervisors to teacher has not been materially influenced by regionalization or cross-categorical supervisory practices. Many district administrators feel that the supervisor/teacher ratio is too high and should be reduced to the current level of Assistant Principal/teacher ratios.

There are three separate teacher training delivery systems within DSEPPS -- those provided by supervisors, those by teacher trainers, and those in-service programs offered by SEIMC in which new teachers are required to participate.

Supervisors expressed concerns about the fact that they do not have adequate time to devote to teacher training. Their excessive case load and paper work prevent them from carrying out training activities with individual or groups of teachers. Supervisors in all three boroughs recommended that more of their time be devoted to staff development.

At the Bronx Regional Office administrators said that no training activities are being conducted. They discussed constraints and outlined possible future avenues for teacher training activities in the Bronx. The constraints include the fact that teachers are not available, except on a volunteer basis, after school and therefore training must be conducted during the school day.

A second constraint is funds. There are only a few teacher trainers among the special education personnel assigned to the Bronx. Bronx administrators suggested that teacher training be conducted by resource teachers who would demonstrate strategies and assist teachers in implementing recommendations made by the supervisor. Three joint proposals have been submitted by the BRO with Districts 7, 8, and 12 collaborating with Fordham and Adelphi Universities to BEH to conduct training of special and regular teachers in the concepts and skills needed to implement P.L. 94-142.

There was considerable variation among the responses of Bureau directors as to Bureau responsibility for teacher training. Two directors identified constraints of time and funding that prevented their Bureaus from carrying out staff development activities. Other directors said that teacher training was built into the format of their program such as the BEEH weekly staff meetings. Bureau directors said that teacher training activities organized by Bureaus are not attended by Bronx special education teachers. The Bronx Regional Office is seen by DSEPPS administrators as maintaining a separate existence. Supervisors and teachers in the Bronx do not participate in Bureau sponsored meetings or training.

Superintendents in all three boroughs expressed concern about the lack of clarity as to the roles and responsibilities of supervisors and principals for supervising and rating special education teachers. There is some confusion now as to where this responsibility is located. The role that supervisors play in rating teachers constitutes a further constraint on the supervisor functioning as a teacher trainer. The role of rating officer creates distance between the supervisor and the teacher. Teachers hesitate to confide in a rating officer and to discuss their own weaknesses and inadequacies so necessary as a beginning point for effective teacher education

Several superintendents recommended that an on-site supervisor for special education be assigned to each school.

Principals were divided as to their assessment of the quality of special education teachers. Some said that they were highly trained and were among the best teachers in their school. Other principals said that the teachers hired by DSEPPS were generally poor and that in the Bronx more competent teachers were now being hired because the BRO screened new teachers. Hiring teachers is a function of the Bureaus and the BRO and principals may either accept or reject the teachers recommended for classes in their buildings. But there are so few special education teachers available principals have a hard time finding a qualified teacher.

Forty percent of the teachers who were interviewed in the Bronx have not participated in inservice activities in the past three years. Of the teachers who did participate in inservice activities, 17% attended district-sponsored activities, 12% attended training conducted by universities or colleges, 7% engaged in self-initiated study, and the remaining 24% participated in DSEPPS-sponsored programs. The teachers generally rated DSEPPS inservice activities as very helpful or somewhat helpful. Most teachers interviewed in Queens and Brooklyn have not participated in any inservice activities in the last three years. It was noted by some of these teachers that DSEPPS has not attempted to find out what they want in the way of inservice training. Training was mentioned by many teachers as something needed by supervisors, clinicians, administrators, as well as teachers, to improve the overall effectiveness of special education.

During interviews teachers identified present sources of assistance. Teachers most often receive assistance with problems from coordinating teachers or crisis intervention teachers, special education supervisors, and principals. Bronx high school special education teachers feel supported by the crisis or cluster teacher and the supervisor; this is an improvement over 1976.

Teachers indicated during interviews that they receive some assistance in organizing parent meetings from the coordinating or crisis teacher or the principal. About one-third of the teachers said that they do not get any help in organizing parent meetings.

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Teachers, supervisors, and administrators identify teacher training as a much needed ingredient for the improvement of special education. Teachers are not participating in staff development either because there are not any activities available or because the programs being offered are not perceived by teachers to be needed or useful. Some teachers said in interviews that DSEPPS does not attempt to find out what training teachers want. At the New York State Association for Learning Disabled, the Director of SEIMC announced that many of the courses offered in September, 1978 were not held because only four classes attracted a sufficient number of participants. A procedure has subsequently been developed by SEIMC to solicit suggestions from teachers for workshops, mini-courses, and school-based activities. Funding for SEIMC has been severely cut, thus affecting teacher training activities. The constraints of time and funds have reduced staff development throughout all DSEPPS programs. Teachers in the Bronx do not seem to be aware of the limited number of activities offered by DSEPPS and the BRO has not provided training programs for teachers. Teachers in the Bronx have participated in more inservice activities in spite of these constraints than teachers in Brooklyn and Queens.

Assistance to Teachers: Sources, Rapidity, and Satisfaction

The kinds of assistance that teachers receive was further studied by analyzing data collected on the teacher questionnaire. We asked teachers to respond to each of seven areas of potential problems for each of three sources of assistance providers -- the special education supervisor, the building principal, and others (e.g., contact teachers, unit teachers, guidance workers, etc.). The findings show to whom they went for assistance (Tables 2.13 and 2.14), the speed of the response (Tables 2.15 and 2.16), and its quality (Tables 2.17 and 2.18).[3]

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[3] The number of respondents varied considerably from item to item and from role groups member to role group member. The number of respondents in the Bronx is generally much higher than in the other boroughs. We cannot estimate the amount of bias present because a person is responding as he/she remembers events in 1976. We have no way of estimating the "causative" relationship between 1967 and 1978 perceptions. Furthermore, as we designed the study our primary objective was to obtain the maximum input from the limited number of teachers we were able to contact. We knowingly introduced a confounding factor by asking teachers to rate each role member who assisted them. We can only conjecture as to the degree of relationship between rating one role group member and another by the same person. In addition, the number of teachers who responded in one school varied considerably from those who responded in another school. The between schools and within schools variation is another source of statistical error. For these reasons we have chosen to examine the mean difference in a gross, non-statistical manner. We have sought trends and have couched our conclusions in tentative terms. We caution the reader to review these data as suggestive.

Table 2.13

Percent of Teachers Requesting Assistance from Supervisor, Principal, or Other School Personnel in the Bronx in 1976 and 1978 in Seven Problem Situations
($N_{76} = 83$, $N_{78} = 115$)

	1976			1978			Change 76-78		
Requested Help	Supv.	Princ.	Other	Supv.	Princ.	Other	Supv.	Princ.	Other
1. Teaching Strategy	46	40	21	36	36	36	-10	-04	+15
2. Transportation Prob.	37	31	14	35	25	28	-02	-06	+14
3. Contacting Parents, IEP	44	28	18	41	27	36	-03	-01	+18
4. Setting up Classes	44	43	12	39	40	31	-05	-03	+19
5. Curr. Materials	35	31	11	32	34	25	-03	+03	+14
6. Pupil Management	42	46	17	36	41	32	-06	-05	+15
7. Providing Support Services	38	32	11	30	33	26	-08	+01	+15

Table 2.14

Percent of Teachers Requesting Assistance From Supervisor, Principal or Other School Personnel in Brooklyn/Queens in 1976 and 1978 in Seven Problem Situations ($N_{76} = 32$; $N_{78} = 51$)

	1976			1978			Change 76-78		
Requested Help	Supv.	Princ.	Others	Supv.	Princ.	Others	Supv.	Princ.	Others
1. Teaching Strategy	34	22	16	31	22	27	-03	00	+01
2. Transportation Prob.	31	31	16	25	27	25	-06	-04	+09
3. Contacting Parents, IEP	50	16	-[1]	31	10	27	-19	-06	+27
4. Setting up classes	31	22	-	25	24	27	-06	+02	+27
5. Curr. Materials	22	28	-	18	27	25	-04	-01	+25
6. Pupil management	38	31	19	29	31	27	-09	00	+08
7. Providing Support Svc.	44	25	-	08	20	18	-36	-05	-

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[1] Blank cell indicates that less than 5 teachers requested assistance from this individual in this category.

Table 2.15

Mean Rate of Response to Requests for Assistance in 1976 to Supervisors, Principals and Others in the Bronx, Brooklyn, and Queens

	Bronx			Brooklyn			Queens		
Requested Help	Supv.	Princ.	Others	Supv.	Princ.	Others	Supv.	Princ.	Others
1. Teaching Strategy	3.3	2.0	2.0	4.6	3.2	-[1]	-	-	-
2. Transp. Problems	3.3	1.8	1.6	5.0	1.8	-	3.8	-	-
3. Contact Parents, IEP	3.5	2.7	2.7	4.9	-	-	3.0	-	-
4. Setting up Classes	3.5	2.7	1.9	5.1	2.8	-	-	-	-
5. Curr. Materials	3.3	2.7	1.9	4.0	3.2	-	-	-	-
6. Pupil Management	3.5	1.8	1.7	5.1	2.0	-	3.6	-	-
7. Providing Support Svc.	4.1	3.0	2.2	5.1	-	-	4.6	3.4	-
Median	3.4	2.4	1.9	5.0	2.8		3.7	3.4	
Range of N's	(29-38)	(23-39)	(9-18)	(5-9)	(5-7)	-	(5-8)	(5)	-

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[1] Blank cell indicates that less than 5 teachers requested assistance of this individual in this category.

Table 2.16

Mean Rate of Response to Requests for Assistance in 1978 to Supervisors, Principals and Others in the Bronx, Brooklyn and Queens

	Bronx			Brooklyn			Queens		
Requested Help	Supv.	Princ.	Others	Supv.	Princ.	Others	Supv.	Princ.	Others
1. Teaching Strategy	3.2	2.0	2.0	3.5	3.0	–[1]	2.8	2.3	1.6
2. Transp. Problems	3.1	1.9	1.5	3.9	2.0	–	–	–	1.3
3. Contact Parents, IEP	3.2	2.4	2.2	3.8	–	–	–	–	1.8
4. Setting up Classes	3.2	2.5	2.1	4.7	2.5	–	–	–	1.5
5. Curr. Materials	3.1	2.6	1.8	3.9	2.7	–	–	–	1.5
6. Pupil Management	3.0	1.7	1.7	3.9	1.6	–	–	1.8	1.6
7. Provide Support Svc.	3.6	2.3	1.9	4.2	3.1	–	–	–	1.6
Median	3.2	2.3	1.9	3.9	2.6	–	2.8	2.0	1.6
Range of N's	(33-43)	(30-48)	(29-41)	(8-12)	(7-11)		(5)	(5)	(9-14)

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[1] Blank cell indicates that less than 5 teachers requested assistance of this individual in this category.

Table 2.17

Mean Rating of Quality of Responses to Requests For Assistance in 1976 by Supervisors, Principals And Others in the Bronx, Brooklyn and Queens

	Bronx			Brooklyn			Queens		
Requested Help	Superv.	Princ.	Others	Superv.	Princ.	Others	Superv.	Princ.	Others
1. Teaching Strategy	2.4	1.8	1.9	3.7	2.2	-[1]	-	-	-
2. Transp. Problems	2.5	1.8	1.8	4.0	1.3	-	3.4	-	-
3. Contact Parents, IEP	2.7	2.0	2.3	4.8	-	-	2.9	-	-
4. Setting up Classes	3.0	2.3	1.7	4.3	2.0	-	-	-	-
5. Curr. Materials	3.3	2.7	1.9	4.0	3.2	-	-	-	-
6. Pupil Management	2.9	1.8	2.0	4.0	1.7	-	3.2	-	-
7. Provide Support Svc.	2.8	2.2	1.9	4.5	-	-	3.8	3.8	-
Median	2.9	2.0	1.9	4.0	2.0	-	3.3	3.8	-
Range of N's	(27-38)	(23-39)	(9-18)	(5-9)	(5-7)		(5-8)	(5)	

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[1] Blank cell indicates that less than 5 teachers requested assistance from this individual in this category.

Table 2.18

Mean Rating of Quality of Responses to Requests For Assistance in 1978 by Supervisors, Principals And Others in the Bronx, Brooklyn and Queens

	Bronx			Brooklyn			Queens		
Requested Help	Superv.	Princ.	Others	Superv.	Princ.	Others	Superv.	Princ.	Others
. Teaching Strategy	2.3	1.8	1.6	3.0	2.0	–[1]	2.6	–	1.4
. Transp. Problems	2.6	1.7	1.5	3.8	1.7	–	–	–	1.4
. Contact Parents, IEP	2.3	1.9	1.8	3.4	–	–	–	–	1.4
. Setting up Classes	2.6	1.9	1.6	3.8	1.8	–	–	–	1.6
. Curr. Materials	2.5	2.0	1.8	3.1	2.0	–	–	–	1.5
. Pupil Management	2.5	1.7	1.5	3.1	1.6	–	–	2.6	1.7
7. Provide Support Svc.	2.5	1.8	1.5	3.8	2.3	–	–		2.0
Median	2.5	1.8	1.6	3.4	2.0	–	2.6	2.6	1.5
Range of N's	(33-43)	(30-48)	(29-41)	(8-12)	(7-11)		(5)	(5)	(9-14)

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[1] Blank cell indicates that less than 5 teachers requested assistance from this individual in this category.

In all three boroughs there is a clear trend that teachers have shifted toward a building orientation. It seems reasonable to assume that a person in situ, with fewer people to attend to, is more accessible than a person, such as the supervisor, who must travel and has a large ratio of supervisors/teachers to serve. Furthermore, the rapidity of and quality of response is also a variable which affects the number of persons from whom one requests assistance. It must not be overlooked, however, that the supervisor is important. He/she does have a great many calls for assistance. In the Bronx, the data clearly indicate that in 1976 and 1978 "others" and principals respond more rapidly than did supervisors in all situations. The building person assigned to special education generally responds within the same day, whereas the building principal tends to respond within a few days of the request. If one compares the 1976 and 1978 averages there appears to be very little change in how quickly any role group responds to requests for assistance. The data from the Bronx seem to suggest that principals respond to requests for assistance most rapidly in the areas of behavior management and transportation problems.

In both Brooklyn and Queens for both 1976 and 1978 the principals were not asked for assistance by very many teachers. In fact, the advent of the "other" personnel in Queens resulted in teachers not asking for assistance from the principal for the one area they had done so in 1976, to obtain support services. It is also interesting that in Queens in both 1976 and 1978 the teachers asked for no assistance in the areas of teaching strategies, setting up classes, and providing curriculum materials, whereas by 1978 the only area of interaction between teachers and supervisor was in asking for assistance in the area of teaching strategy. It is clear that the key source of assistance in Queens in 1978 is the "other" person. In the four areas where teachers sought assistance from supervisors in 1976, the average response time was within a month.

If we now turn our attention to the quality of response as reported in Tables 2.17 and 2.18, it is apparent that a similar trend appears. The average ratings in 1976 and 1978 in all three boroughs suggest that, as perceived by teachers, "others" and principals provide somewhat better quality assistance than did the supervisors. In all three boroughs the quality of response generally is rated as the same or better in 1978 than in 1976. Using median values to describe the overall quality of assistance suggests that supervisors in the Bronx are rated as providing fair to good help (with a slight improvement noted in 1978), the principals as good to excellent assistance (with a slight improvement noted in 1978), and the contact teachers as good to excellent with the above noted trend. The "others" overall quality rating is slightly higher than the principals. While the data for Brooklyn and Queens are based on fewer categories with smaller N's than in the Bronx the trends are identical. It seems reasonable to suggest that in all three boroughs building personnel respond more rapidly and provide higher quality assistance(as perceived by teachers) than do the supervisors.

If one compares across boroughs, the supervisors in the Bronx in both 1976 and 1978 are rated as responding more rapidly and with higher quality assistance than those in Brooklyn and Queens. There is little difference in principal's ratings and no difference in the rating of "others" in the Bronx and Queens in 1978. It appears that the supervisor in the Bronx is both more quick to respond to requests for assistance and his/her response is more highly valued.

As the greater satisfaction in the Bronx was true both in 1976 and 1978 there appears to be little evidence that these ratings are a function of regionalization; however, it is possible that the more favorable experience at present in the Bronx is what colors the recollection of 1976. If this is the case, then regionalization may be a causal factor in the more favorable ratings there.

Ratings of Cross-Categorical Supervision. As we have noted, one of the thrusts of the BRO has been to assign supervisors to all special education teachers in a building regardless of program. The data in Tables 2.19 and 2.20 refer to the mean rate of response of supervisor and the quality of response as perceived by teachers in seven types of situations where help was sought. There are no significant differences in the mean rates of response in 1978 for teachers who are being supervised by a person from their same educational background vs. those from another special education background. At least in this small sample of teachers and situation, cross-categorical supervision does not appear to be related to a difference in the rate of quality of response made by supervisors to teachers requests for assistance. In all instances, the quality ratings are classified as good to fair.

Table 2.19

Mean Rate of Response by Supervisors to Requests for Assistance by Teachers in the Bronx in 1978 Matched by Bureau vs Cross Categorical Supervision.

Requested Help	Supervisor Matches Teacher		Supervisor Does Not Match Teacher	
	Mean	N	Mean	N
1. Teaching strategy	3.2	18	3.1	18
2. Transportation Problems	3.4	15	2.5	21
3. Contact Parents, IEP	3.2	21	3.0	21
4. Setting up Classes	3.1	20	3.5	19
5. Curriculum Materials	2.8	17	3.4	17
6. Pupil Management	3.1	17	2.8	20
7. Provide Support Services	3.4	17	3.7	14

Table 2.20

Mean Quality Rating of Supervisors Response to Teacher's Requests for Assistance in the Bronx in 1978 Matched by Bureaus vs Cross Categorical Supervision.

	Requested Help	Supervisor Matches Teacher		Supervisor Does Not Match Teacher	
		Mean	N	Mean	N
1.	Teaching strategy	2.0	17	2.1	18
2.	Transportation Problems	2.6	14	2.4	21
3.	Contact Parents, IEP	2.3	19	2.4	20
4.	Setting up Classes	2.3	19	2.8	17
5.	Curriculum Materials	2.1	16	2.8	16
6.	Pupil Management	2.2	16	2.5	22
7.	Provide Support Services	2.1	15	2.9	14

Summary

Program development is a neglected area throughout DSEPPS. For the most part, although there are exceptions, there is little curriculum development. In the Bronx, there is attention to programs in the high schools and concern for cross-categorical teaching. (See Appendix G for a brief description of a Learning Center at I.S. 192x.)

Supervisors were moved from DSEPPS headquarters to the Bronx in the fall of 1977 and to the other four boroughs in the fall of 1978. This move "to the field" and the concommitant new pattern of supervision ("cross-categorical" in the Bronx and "horizontal/vertical" in the other boroughs) appears to be working better in the Bronx than in the other boroughs. Clearly, a part of this is a function of the longer period of time the change has been in operation in the Bronx. But there appears to be more than that. Planning for the shift appears to have been done more expertly in the Bronx and consequent disruption less; of course, we are relying on memories of the Bronx experience and that in the other boroughs is immediate. Also, the change in the Bronx involved only one borough and a score of supervisors while the change this year involved four boroughs and nearly a hundred persons. Nonetheless, it appears that the change in the pattern of supervision has been better handled, better organized, and more closely supervised in the Bronx. An additional factor affecting the change in the Bronx is that with the BRO the supervisors have a strong administrative layer between them and the Bureaus.

Despite improvements in the organization of supervision, both comparing 1978 with 1976 citywide and the Bronx with Brooklyn/Queens in 1978, in all three boroughs teachers rely less on supervisors, receive slower responses from them, and value less highly their help than they do that of principals or "other" personnel located more closely to them. In other words, while the organization of supervisors in the Bronx appears to be superior to that in the other two boroughs studied, the services of personnel other than the supervisor are valued more highly in all three boroughs. And concerning services to teachers, there is no difference between the Bronx and Brooklyn/Queens.

Summary of Findings

It is in the context of high demand, growing friction and volatility, and great efforts by DSEPPS staff to accommodate to rising enrollments, to fiscal restraints, and to demands for a more responsive system that this study was undertaken. The study was undertaken to provide data about one of the attempts by DSEPPS to accommodate demands for a more responsive system, namely the establishment of a regional office for the delivery of special education services in the Bronx. The study was designed to provide comparative data with regard to the following issues:

(1) What effects have the regional organization for the delivery of special education services had upon such services in the Bronx?

(2) Is the regional model applicable to the rest of New York City?

(3) Are there other models which might be more effective in delivering services in special education in New York City?

Data were obtained by means of interviews and questionnaires. Interview data were obtained from teachers, principals and parents of children with special needs, selected at random, from twenty-five schools in the Bronx, seven schools from two districts in Brooklyn and seven schools from two districts in Queens. In addition, all six Bronx Community School District Superintendents, the High School Superintendent, the superintendents in the four districts in Brooklyn and Queens, executive officers of 24 parent advocacy and/or provider groups, and all the supervisors in the Bronx and ten supervisors in Brooklyn and Queens were interviewed. Questionnaire responses were obtained from teachers, contact teachers, and supervisors in all 39 schools randomly selected for study. In total, over 300 persons were interviewed, including senior DSEPPS officials and Bureau chiefs.

The data were analyzed in terms of three major functions of both DSEPPS Bureaus and the Bronx Special Education Regional Office (BRO) -- Management, Liaison/Communications, and Program and Personnel Development.

Analysis of the data suggests that the BRO is an energetic, aggressive, management oriented organization. As is true of new organizations with strong leadership, the BRO has a sense of mission and esprit. It appears to utilize its resources to obtain accurate student data and to maintain constant audits on class attendance. It is very aggressive in moving classes, in consolidating classes, and obtaining and using adequate space in school buildings. These are all positive aspects of the operations of the BRO.

In contrast to BRO operations, however, the evidence is that the Bureaus do not appear to have maintained adequate surveillance of class registers or in consolidating classes. The Bureaus have been involved in unsettling management changes which have moved their supervisors from offices in central headquarters to field offices in district schools. The space and placement functions of the Bureaus have been moved to new administrative units, one in each borough, except in the Bronx. (The Bronx already has a unit in the BRO.) The changes in supervisors' offices and responsibilities were parallelled by moves to a new pattern of assignments ("horizontal/vertical") designed to reduce locations to be visited and to equalize teacher-load assignments. A similar pattern of supervision ("cross-categorical") had been initiated by the BRO last year, apparently with proportionately less disruption than has been true this year. In a sense, the DSEPPS management changed its pattern of supervision and supervisor office locations in a manner which is similar to the patterns established in the Bronx.

The data we obtained support the contention that supervisors citywide are likely to meet, observe, and review plan books of teachers more often in 1978-79 than they did in 1976-77. Furthermore, teachers in the Bronx are more likely to receive more attention from supervisors than those in Brooklyn and Queens in 1978-79 but this may be a function of the disruptions consequent upon the new assignments of supervisors in Brooklyn and Queens. Similarly, teachers in the Bronx more frequently asked supervisors for help in seven problem areas than did teachers in other boroughs served by the Bureaus; the Bronx supervisors were quicker to respond, and were perceived as offering more valuable assistance by Bronx teachers than were the Brooklyn and Queens supervisors.

With reference to communications, neither the Bureaus nor the BRO appear to be accessible to parents or to teachers. The BRO is seen as accessible by many principals, by some parent advocates, and by the District Superintendents. The Bureaus are less accessible. Those who know how to negotiate central headquarters, and are persistent, apparently feel that the Bureaus are generally accessible and responsive. The BRO is seen as very responsive by the fact that a single call to an office in the same borough produces a response from a concerned individual. Since the BRO is not set up along Bureau lines, specific individuals are assigned broadly defined responsibilities. Thus, in the Bronx one may call an assistant director for special education at the elementary level or at the secondary level, or for personnel, etc. On the contrary, unless one knows the specific reference person prior to calling DSEPPS Central, one often has to negotiate several offices before achieving the desired objective.

The data obtained with reference to specific management issues, however, do not support the claim that much is different in the Bronx than in the other two boroughs.

In the areas of Communications and Personnel and Program Development, the data suggest that, at the present time, little appears to distinguish BRO operations from DSEPPS Central. The BRO admittedly has done little in the way of teacher development; however, this may be because they have only begun their operations and because money which had formerly been part of SEIMC programs was withdrawn. Nonetheless, the BRO speaks of plans to increase mainstreaming opportunities and to develop learning centers in which cross-categorical teaching will occur. It is not clear how such plans can reach fruition without careful planning and intensive in-service training programs. The same statements may be made about Program Development. We found little evidence that Bureaus or the BRO were actively engaged at the present time in extensive curriculum or program development. The BEEH is involved in developing a career oriented program for children in their programs while in the BRO much energy is being expended on developing an articulation program for high school students. This program is also career oriented.

It is in the area of communication/liaison that the most disquieting information is obtained. The Bureau chiefs acknowledge that they have few conversations and do practically no coordinated planning with the BRO. The BRO is reported to have moved classes from one district to another without prior consultation with the affected superintendent or parents of children in classes. The BRO has moved to consolidate classes communicating with parents only a few days before the move. On the positive side, the BRO prints a paper, Outlook, which is disseminated to parents and teachers. This paper is printed in English and Spanish. We found no such efforts by the Bureaus.

There was a level of "distrust" which seemed to be evident in the interaction between DSEPPS managers and BRO administrators which may be the result of BRO expressions of its mission and its constant statements that it is not receiving its "fair share". Perhaps the single most glaring example of lack of communications, however, lies in the large discrepancy between student data collected by DSEPPS data bank and that obtained by the BRO. There is little doubt that the data collected by the BRO are more accurate and timely than that obtained by the data bank; but why? We can only conclude that the two offices do not communicate with each other.

There is one other sensitive issues in the Bronx. The BRO has been installed on the fourth floor of a relatively new school, with new furniture, rugs on the floor, and so forth. The BRO has a printing press which is eyed with envy by some in schools with programs that involve printing. One also hears considerable grumbling about positions being filled without prior advertising. One hears, from more than one person, concern about "buddy systems" in staffing the BRO office. Whether the concerns are widespread is difficult to determine; however, it is noteworthy that concerns were heard in more than one district and apparently represent a feeling that should be dealt with by the BRO and by DSEPPS Central.

A major issue in all three boroughs is the deployment and workload of support personnel. There is much feeling expressed by parents, teachers, and principals concerning the almost complete lack of support personnel such as psychologists, social workers, speech therapists, physical therapists, and motor education teachers. While people in Brooklyn and Queens voice their anger at DSEPPS, the people in the Bronx vent their feelings at the BRO. Nor are people demanding services satisfied with the BRO's answer which is interpreted as, "We can't do anything because we're not in charge of these people". Further inflaming is the deployment of some personnel, under Title I money, to some centers and not others. While the BRO may be in a "no win" situation, they do not appear to have communicated their concern to many teachers, parents, and administrators. This is a problem of grave importance. The recent move to separate DSE from PPS places even greater emphasis on the ambiguous role of BCG services, as well as other pupil personnel services.

The DSE management must move immediately to provide more support services and more supervision of such support personnel.

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In our estimation the regional design is a more workable and viable strategy in a very large complex system than is a centralized day-to-day operations system. With the exception of low incidence programs, we do not see why the regional plan will not provide more vital and dynamic delivery of services and provide more accountability than a bureaucratic central system. While the data are tenuous and differences often marginal, on most issues where direct comparisons were made, the BRO performed better than the centralized Bureaus. Indeed, steps taken by DSEPPS leadership in the past six months indicate their recognition that a centralized system will not work.

There is a real danger, however. It is likely, that over time, a set of regional systems will develop their own hierarchies and Bureaus, create a series of autonomous systems, and become even more inaccessible to non-region persons than the present system is. As a Washington observer noted, "Instead of one '110' you will have five!" In a time of fiscal restraint such efforts could prove disasterous.

But beyond issues of organization and management, we do not see an impetus in the regional system to move closer to a program which emphasizes placements in the least restrictive environment and programs which operate so as to bring children together. While to a considerable extent the Bronx Special Education Regional Office is better at what it does than the present central organization (or, more accurately than the previous central organization), neither it nor the centralized system are designed to meet the increased demands of serving more children in appropriate educational settings providing the least restrictive environment.

A new conceptual framework must be developed for educating children with special needs. We need to divert the energy, vitality, and wisdom of special education professionals from giving first priority and attention to developing categorical programs and seeing "mainstreaming" as a residual to developing programs which have as fundamental grounding support for children to be maintained in the regular programs. And structure and organization must build from and be supportive of such a perspective. We turn in the next chapter to the characteristics of such a system.

Chapter III: Recommendations

Interviewee Recommendations

As part of the interview schedule persons were asked to make recommendations to the Chancellor as to how special education should be organized in New York City. An analysis of these recommendations revealed that some people spoke primarily to the issues of governance and administrative organization while others made general recommendations for the improvement of special education.

There were 45 responses which were coded in terms of organizational recommendations, *viz*., central, regional, district and school level governance. Thirteen percent of the respondents recommended central governance of all programs, 18% recommended regional governance, 42% recommended district responsibility, and 24% suggested school level control of special education programs. Clearly, most of those who made a recommendation regarding governance of special education believe it should be placed at the district and/or school level while the next most popular recommendation was for regional governance. Of the seven persons who recommended central governance, three were Bureau chiefs, one was a district superintendent, and three were from advocacy groups. Of the eight who recommended regionalization, three were union officials, three were district superintendents, and the other two recommendations were made by a principal and a Bureau chief. Principals (9), teachers (3), and district superintendents (3) dominate the call for district level control, while five teachers and four principals recommended school level governance of special education programs. Several persons who favored district or regional control, however, suggested that low incident programs and special school control be maintained at the central level.

General recommendations were organized into six categories: (1) increased classroom and clinical support personnel for special education students, (2) more thorough and rapid evaluation and placement procedures, (3) more equitable funding and resource distribution (given directly to schools or carefully monitored to insure appropriate use by districts), (4) greater communication with school and community persons, (5) teacher training, and (6) greater parent involvement in their child's educational program.

Table 3.21 presents the responses categorized by role group membership. It must be noted that the absence of a response may not mean that members of a role group do not have such concerns. It is possible that this general area was discussed in an earlier portion of the interview and thus, was not referred to again at the end of the interview.

The variation in primacy of concerns is evident from examination of the data in Table 3.21. As might be expected each of the role groups expresses their recommendations in the areas where improvements will most affect their objectives. Thus, teachers and parents are most concerned with class size and support services, advocacy groups are most concerned with improving evaluation and placement processes, and principals with facilitating flow of resources and increased support services/lower class size.

It should be noted, however, that 36% of all recommendations made by teachers were categorized as a request for increased support services and lower class size, while 22% of all principal responses and 75% of all parent responses are in this same category. This category is of the greatest concern over all groups (32% of total responses), although it is not referred to by Bureau chiefs, district superintendents or union officials.

Among the many recommendations made in answer to the interviewers' closing question were thirty-four responses in terms of creating and maintaining existing programs. These recommendations focused on the development of new vocational and career education programs, programs in jeopardy of being discontinued, such as transitional and preplacement classes. How reflective of the quality of a particular program these responses are is indeterminable from our data.

TABLE 3.21

GENERAL RECOMMENDATIONS BY MEMBERS OF ROLE GROUPS

Categories	Bureau Chiefs (5)	Dist. Supt. (9)	Princi-pal (36)	Union Offi-cals (3)	Teachers (76)	Advocacy Agencies (24)	Parents (49)	Total (202)
	% Total N 1	% Total N 4	% Total N 36	% Total N 3	% Total N 63	% Total N 24	% Total N 28	% Total N 158
Increase support services and lower class size	0	0	22	0	36	13	75	32
Improve evaluation/ Placement Process	0	25	17	4	14	61	7	20
Facilitate Resources -Supplies-Monitor	0	50	25	66	3	17	7	13
Schools improve communications with Teachers/Parents	0	0	11	33	21	0	7	11
Improve training for Teachers/Supervisors	0	0	19	0	10	7	4	10
Define roles of DSEPPS Personnel	100	25	3	0	0	0	0	2
Parents more involved with child	0	0	3	0	16	0	0	7

1. Number in ( ) refers to total number of persons interviewed in this role group.
2. % of total refers to number of response in a category divided by number of recommendations.
3. N refers to the total number of responses made by all persons in a role group, e.g., of the 5 Bureau Chiefs only one comment was made.

147

148

Having obtained the data reported herein, including the recommendations of respondents, we analyzed it in terms of the current extant literature in Special Education and in terms of the recommendations of panel of nationally known expert consultants in Special Education. From this exercise we identified a number of important issues and developed the proposal presented below.

Issues

Any review of the literature and discussion with persons concerned with the education of children with special needs reveals that two issues are more prepotent than others.

(1) The identification and appropriate placement of children with handicapping conditions in the "least restrictive environment" (often misconstrued as mainstreaming), and

(2) Race, segregation, and in this context, the issues raised by number 1 above.

From these two issues others derive; for example, the operation of what appears to be a dual school system, one for children with special needs and one for "normal" children. The first issue intersects with the issue of race when one considers the huge number of minority group children who are placed in "one school system" in contrast to the number of majority group children in the "other" system.[1]

"Mainstreaming" and Least Restrictive Environment

Perhaps the most often discussed issue emanating from P.L. 94-142, "The Education of All Handicapped Children Act," is the concept of least restrictive environment. While often treated as a synonym for placement of children in the least restrictive environment, which P.L. 94-142 requires, "mainstreaming" is not to be found in P.L. 94-142. Historically, least restrictive environment and its underlying assumption that unbiased and valid evaluation data will be used to place a child in the most appropriate setting followed court decisions in Pennsylvania, New York, and elsewhere won by the parents of handicapped children that children with special needs were entitled to a free public education. Reynolds (1978, XXIII) states that "the development of special education services in local public schools since World War II has been largely the result of the strivings of parents of handicapped children . . ." Sarason and Doris (1978) suggest that concern for the education of the mentally retarded was a potent force in the battle for services and funds for handicapped children. They state (1978, pp. 6-7) that following the 1954 Supreme Court decision on desegregation,

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[1] While non-whites comprise barely two-thirds of the total school population, they make up more than three-quarters of the special education students.

"The status of mentally retarded people in our society, generally, and in schools, in particular, became a focus of interests for legal scholars,... And once the supporters for more and better facilities started to go down the legal constitutional road, they found themselves at a familiar principle: segregating mentally retarded people in schools or elsewhere was demeaning to all involved."

Reynolds (1978, p. XIV) points out that in the climate of the late fifties and sixties parents were able to win greater appropriations for special services. As a result of the increased funding,

> ...School systems expanded the definition of handicapped and classified more and more children as requiring special services. By the late 1960s, consequently, special education classes were made up of disproportionately large numbers of children who were not handicapped in the traditional definition but who displayed some difficulty in learning...

With the expansion of services to incorporate new definitions of handicapping conditions, large numbers of hitherto unserved children were placed in separate classes, often in schools not in their neighborhoods. Whereas in the past, the schools primarily segregated the mentally retarded (educables and trainables) and baered many seriously handicapped youngsters (although the New York City public schools served many physically handicapped, deaf, blind and profoundly mentally retarded children long before it became fashionable) from public education facilities and services, many children with mild handicapping conditions were served in the regular classroom. Ironically, the expansion of funds and the increasing legal attention given to exclusions from school seemed to encourage a dual school system--one created for children with special needs. Rather than view this early thrust as the move of immoral and insensitive individuals, it is reasonable to suggest that the creation of special classes was a reflection of the state of knowledge and the belief, still held in terms of educating "normal" youngsters, that the self-contained classroom is the most cost effective and efficient way to educate children. This view was upheld in early court decisions and was thought of as an important victory by parents who sought to force the schools to educate their youngsters with handicapping conditions.

Educators and special education specialists (in New York City represented in the various Bureaus of DSEPPS) supported the view of special services in self-contained classes and the parents seeking services were in agreement. It is no surprise that Special Education has come to symbolize a school system within a school system. It may even be argued that the New York City decentralization law codified this relation by holding Special Education as a separate school district directly responsible to the Chancellor and Central Board of Education.

Sarason and Doris (1978, p. 16) suggest that "the dramatic increase in special classes of all sorts in the past two decades was a direct consequence of state and federal subsidies that made it 'profitable' for school systems to set up these classes." Indeed, the head of the Bureau of Education for the Handicapped, Edward Martin (1978, p. IV), pointed out that "this kind of thinking has led to the treatment of common problems by separate groups who use different language constructs, publish in different journals, and, in general, cannot communicate. It has also affected the way our personnel are trained. . . "

With the rapid expansion of special classes, increased funding, and the rush to expand the definition of handicapping conditions, there also appears to be an excess of placing minority group children in special classes. Sarason and Doris (1978, p. 16) state that, "particularly in our urban areas special classes tend to have a disproportionate number of children from ethnic or racial minorities. . ." They conclude that, "Economics, dumping, and overrepresentation of minority groups, together with a heightened sensitivity of the citizenry to civil rights, account for the recent push for more mainstreaming". Reynolds (1978 p. XIV) points out that by 1975 there was a dichotomous relationship among parents, "while middle class parents were petitioning the courts for the expansion of special education services for handicapped children, poor and ethnic parents were petitioning the courts to keep their children out of special classes".

Hence, we come to the intersection between mainstreaming, self-contained special education classes, and race and segregative practices. Just as the literature describes these events in terms of the nation, the same conditions could be described in New York City. While the Reilly-Reid decision by the Commissioner of Education was a sweeping victory for those parents who fought to have their children educated by the public schools, the Lora case stands as a constraint against the placement of minority group children into special segregated classes or schools.

The major impetus in the New York City system is to diagnose, evaluate, and find placements for children within the Special Education structure. Just as the New York City school system serves more youth than any other system in the country, in terms of absolute numbers the New York City Special Education system is the largest in the country. For many people the law, moral, and humane reasons underlie the demand for a critical analysis of the concepts underlying Special Education. Furthermore, there is increasing fervor and ferment for a new plan that will ensure appropriate placement within the least restrictive environment.

The concept of "mainstreaming" has come to be a major

154

rallying cry for those forces who feel that the schools have primarily "dumped" children. Whether for reasons of bias, or because the usual evaluation and diagnostic techniques are invalid when used with minority group populations, it is clear that special education self-contained classes have disproportionate numbers of minority group youngsters in classes for the emotionally handicapped, whereas white youngsters are found in disproportionate numbers in the classes for the physically handicapped, especially the brain injured.[2]

Will mainstreaming change these practices? Kaufman, Gottlieb, Agard and Kukie in a frequently quoted definition of mainstreaming as "temporal integration, educational planning and programming, and clarification of responsibility" (Semmel, Gottlieb, and Robinson, 1978, p. 12). If these three features are all required in order to categorize a program as "mainstreaming" then, according to MacMillan and Semmel (1977), there are few, if any programs to be found.

Temporal integration is one of the most frequent descriptions of "mainstreaming programs". Obviously temporal integration is a necessary criterion, but hardly sufficient, to describe a mainstreaming program. Jones (1976) reported that the majority of public school mainstreaming programs are related to variations of four administrative models. These include the resource room, the learning disability group model, the partial integration model, and the combination class model. In each of these models the child with special needs is provided special instruction either in the regular classroom or in some station in the school, but his/her major experience is in the regular classroom. There are other variations but in all instances temporal integration is a key descriptor.

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[2] For example, Blacks constitute 38% of the school system's total population, 47% of those in special education, 54% of those in classes for the emotionally handicapped, and 38% of those physically handicapped. On the other hand, whites constitute 29% of the school systems total population, 24% of those in special education, 19% of the emotionally handicapped and 34% of the physically handicapped. See Appendix J for a full discussion of race and handicapping conditions

In reviewing the effects of mainstreaming, Semmel, Gottlieb and Robinson (1978, p. 76) point out that "mainstreaming" as an independent variable has been treated in a very broad sense by investigators, with almost no attention given to specifying the educational planning or programming that define the process. Other than an occasional reference to the amount of time that handicapped children spend with non-handicapped peers, little information is usually available to define the nature of the educational treatment to which handicapped pupils are exposed.

The least restrictive environment requirement in P.L. 94-142 is often used as the argument for mainstreaming. Many of the adherents of the "least restrictive environment" clause have concluded that "mainstreaming" and "desegregating" are requirements of the law. The law, however, does not specifically forbid separate classes; rather it states that handicapped children must be educated with non-handicapped children to the extent possible. Sarason and Doris (1978, p. 16) point out that, "both the law and the schools agree that there will be many children for whom mainstreaming is impossible. . ." The law, however, does place the burden on the schools to demonstrate that "the use of regular educational environments accompanied by supplementary aids and services, is not adequate to give the child what he/she needs".

Simply to comply with the law by administratively arranging for youngsters with special needs to come into contact with "regular class students", or to arrange for resource room programs in which children are moved to special stations for part of the day, or to adopt any of the potential variations is likely to have no educational or social effect on these youngsters. Indeed, there is some danger that unless very careful criteria are developed for matching the level, kinds, and quality of supports a child is to receive, mainsteaming may have adverse effects upon him/her, his/her classmates, and upon the morale of educational personnel in a school.

In effect, if compliance with the law's mandate for appropriate placements in the least restrictive environment including mainstreaming, is to result in growth and learning among children with special needs, educators will need to consider major alterations in educational programming, teachers will need to learn new techniques of organizing, structuring, and presenting instruction, and support personnel will need to be introduced to ways which help teachers and youngsters alike resolve the many problems resulting from massive change. The Exceptional Child component of the Teacher Corps program offers valuable lessons and concrete illustrations in these areas. What the law seems to demand, and we concur, is a major effort at reconstruction, in effect, a change in the mainstream! This effort is extraordinarily difficult because of the constraining effects of massive resistance to change that one may expect in a large system, the problems related to size of the system, and the fact that approximately 50,000 children are currently being served in a system which is largely devoted to self-contained classes with a modicum of "mainstreaming" opportunities. Furthermore, most of the "mainstreaming" we observed was of the temporal integration variety in settings which do not involve direct instructional interventions or objectives.

If the New York City School system is going to rechannel its efforts in educating children with special needs it is not only going to have to reconceptualize the current model of education, but it will need to plan carefully a step by step approach which is designed to utilize the many high quality resources that exist within and outside of the education system.

Resistance to Change

The debates concerning mainstreaming, least restrictive environment, and special services in self-contained classes is a nationwide issue. As with all issues in New York City, however, its scale makes the consequences and outcomes of this debate overarching in their importance. Since the consequences are so great for big city educational systems it should be no surprise that the political activity is so intense or that the issues seem so explosive.

The focus of the present study was originally the Bronx Special Education Regional Office. Since the BRO had no responsibility for the COH/EU processes, and since the evaluation processes were under intensive investigation at the Board of Education and the subject of another study, we did not pursue information concerning placement. Nevertheless, in practically all of our interviews concerns about the evaluation, reevaluation, placement and misplacement processes were voiced.

What did not appear as a concern amongst the professionals was the process of mainstreaming, a term we will use here to describe a band on the continuum of services to children with special needs which represents for them appropriate educational placement (full or part-time) in the least restrictive environment. Teachers did not raise it as an issue, and there appeared to be little evidence that much attempt was being made to provide mainstream experiences, except under lunch, gym, and assembly conditions. When one speaks to parents and parent advocate groups one gets much more diverse reaction. Some are suspicious and skeptical that mainstreaming means the diminution of services to their children. They tend to view the choice for mainstreaming as a move to place responsibility for programs and services in the hands of local school boards and districts, a move which is viewed with extreme agitation and emotionality. These parents and their advocates maintain that they and the DSEPPS Bureaus accomplished whatever little has been done for their children. The memories of these parents are long and their wounds are not healed; and some acknowledge that a centralized DSZPPS can be monitored more easily and may be more receptive to pressure than 32 local systems each engaged in providing Special Education services.

On the other hand, many parent and child advocate groups, and many civil rights groups, are equally convinced that the New York City schools must begin to develop plans to provide more mainstreaming experiences for those who are in special education classes and must make a greater effort to maintain children with special needs in "regular" classes.

These parents maintain that the education of children with special needs is properly the function of the local school district and the local school. It is within this context, with each of the groups promising to seek legal remedies, that the New York City Board of Education and the Chancellor's staff must seek to make plans in the best interest of children.

It is a well established fact that all systems resist change. Size and complexity are two variables which constrain systems from change, that is, the larger and more complex the more energy and effort is required to bring about change. One may expect changes in the New York City school system to be difficult to achieve and to be resisted mightily. While it is tempting to condemn those who do not share one's values and beliefs as insensitive bigots, it is likely that much of the resistance to change is the product of fear of the unknown, feelings of incompetence and the threatened loss of identity or place in the system. It is our assumption that the sources of resistance can be identified and that feelings of fear and loss of identity can be mitigated by making sincere efforts to involve all interested persons in organizing the system to make changes.

The rapid increase in students in need of special services would undoubtedly create problems in a highly bureaucratized system. However, the problems become compounded when one includes the requirements of least restrictive placement within 60 days after evaluation. The least restrictive clause will not only bring a more heterogeneous population to be served by the schools, but there will need to be a greater variety of programs, alternative programs, and program supports. These demands will increase the strains on the financial structure of the schools and create greater tensions. As Jones (1978) has pointed out, one must be concerned that the demands of P.L. 94-142 may well produce a backlash amongst the parents who feel that the needs and fiscal demands of the handicapped are conflicting with services for their children.

Parent Perceptions

Gifford (1975, p. 4) noted that parent and advocacy groups involved in special education are well organized and vocal. There is an association or foundation for almost every handicap. These groups keep a close watch on special education programs, and freely offer opinions on the way special education services are delivered.

The parent groups are active in support of their children. As we interviewed Bureau chiefs and parent advocates we became aware of the relationships which had been developed, some in symbiotic fashion and others in guarded enmity. For example, some groups told us of their fears of service being delivered by anyone but strong Bureaus in DSEPPS, while another group in the same organization referred to their inability to get much service from the Bureaus. From our discussions it became apparent that some groups found that they could achieve their purposes better by having a strong central bureaucratic structure, while others felt that they had been prevented from obtaining their ends and sought a different structure which would be supportive. In some instances these conflicting perceptions were borough oriented.

It became apparent that parent organizations and/or advocacy groups did not share a homogeneous point of view. Any changes which are introduced into the system will require extensive involvement and attention to parent feelings and concerns. The feelings run the full gamut from those parents who support separate, self-contained classes for their children to those who seek placement in "regular" classes with support services for their children. Intermixed in this continuing debate is the general feeling that the education system is not interested in children, but rather finances and efficiency. Many of the parents remember the way their children with special needs were not served by local school districts and feel very strongly that placing programs under district control would once again result in their children receiving short shrift. While the price of service may be eternal vigilance, surveillance of a centrally organized management system seems more viable to these groups than constant scrutiny of thirty-two units.

Just as resistance is likely to come from the advocates of the *status quo ante*, there will also be strong advocacy from parent groups who support moves toward regionalization or even decentralization. The move toward decentralization is seen by these groups as the only way that schools can be induced to respond to the needs of children in their own districts. The principle suggested above of parental and advocacy involvement from the outset of change must also include these parent and community groups.

To overcome such resistance will not only require parental and community interactions from the outset of moving toward change. It will also require commitment and system development that provides a strong central organization that can act as an advocate for children and as an enforcer of public and Central Board of Education policies.

Professional Concerns. The lack of a homogeneous view among parents and advocates is mirrored amongst teachers and other professionals. Although one might expect the language of the debate to be somewhat different (and it seems to be), the basic factors appear to be similar. The advent of DSEPPS controlled, self-contained classrooms and special programs, independent of the "normal" district programs has created what appears to be a dual system. The two systems compete for funds, they compete for space, and for support services and personnel. Indeed as enrollment decreases in the regular programs there are many teachers who wish to shift to special education. The dual systems are managed by different groups and one detects strong vested interests. In 1975, Gifford (p. 14) suggested that,

> Several problems result from the fact that most special education classes are located in schools in district schools in the community school districts. Teachers whose special education classes are located in district schools must respond to dual supervision. The local school principal completes their rating forms and supervises them on a day-to-day basis, but they are also supervised by their special education supervisor. . .

In 1975 each teacher taught a categorical class which was supervised by a specific Bureau. A principal might contend with three or four supervisors in the building at one time. By 1978 this policy had been changed and supervisors are assigned cross-categorically, although classes are still organized categorically. The new pattern of cross-categorical supervision has further inflamed internal DSEPPS politics, while seemingly further weakening the

Bureau structure. Nonetheless, teachers still appear to feel a "loyalty" to their "Bureaus" and are concerned about the imminence of teaching cross-categorically. (The teachers and supervisors in the Bronx appear to have made an "adjustment" to the cross-categorical organization, although most classes are still organized on a categorical basis.) The Bureaus continue to stress the importance of specialization and decry the encroachments of the generalist philosophy.

These issues should not be construed merely as self-serving debates designed to protect one's position. In some ways the concerns of parents for services to their children are closely related to the demand for services by well-trained specialists; a position which seems arguable and reasonable. Whether homogeneous special education classes are a necessary condition to insure services rendered by "specialists" which will profit children is not the same proposition as arguing for services rendered in appropriate settings by well-trained specialists.

One of the most potent constraints to change is the presence of various funding formulae. The formulae are generally political mechanisms designed as much to assuage the feelings of political constituencies in the broader society as to protect the taxing authority from being taken advantage of by local authorities. In the normal course of events the managers of day-to-day operations generally do not have the time, or the expertise, to deal with the funding formulae and to make suggestions for appropriate changes. Hence, the sources of funding for children of special needs comes from many agencies and the conditions for obtaining such funds are often stultifying to reasonable changes in programs and services. It is necessary to develop mechanisms that will bring into play assistance from resource groups that will focus on funding sources. Help will be needed to provide advice on ways to attract more funds and ways in which changes in state and federal funding procedures can be implemented.

In essence, resistance to change is a "normal" function of organizations. The larger the size and complexity of the organization the more difficult it is to produce change; and the more fundamental the change, the greater is the likelihood of resistance.

The problem is immeasurably more difficult in New York City because of the large number of students in need of special help (including those who are not receiving it), the spotlight of public scrutiny upon New York City as the major bench mark in the implementation of 94-142, the increasing militancy of those parents who do not want their children segregated in special education self-contained classes, and the imminence of a major suit which will charge the city with a lack of compliance in evaluating and placing children according to the least restrictive environment and due process clauses of New York State regulations and PL 94-142.

A Proposal

Forewarned that the public actions of educational establishments are more often designed to avoid conflict and controversy than to pursue excellence, and with the knowledge that there was no uniformity of opinion among parent, advocacy and professional groups, we nonetheless came to conclude that fundamental change is required if New York City is to achieve the prominence it once had with regard to public school education. Our study of the delivery of special education services in the Bronx, and in two districts each in Brooklyn and Queens, while admittedly brief, strongly reinforced the perception that children with special needs in New York City were being labeled and placed in a system which runs side by side with the "regular" school system but is only marginally part of it. We heard from senior Bureau personnel, and obtained data that suggest that many more minority group children, as compared to majority group children, were being labeled and placed in programs that in themselves led to segregation.

There are serious questions which must be raised about categorizing or labeling children and removing them from the "regular" schools. The difficulty with labeling is the emphasis it puts on symptomology and evaluation. We have come to assume that our techniques are objective and valid enough to place people in categories, but the categories themselves are not functional. It is an error to believe that all "educable mentally retarded" individuals learn in the same way or have the same psycho-educational needs. The same argument may be extended to all other categories of handicapping conditions. The placement decision should be based on the same premises for all children, namely, What are the psycho-educational needs of the child? What are his/her current achievement levels? And what personnel and conditions are required to help the child achieve? The decision to place a child in a regular classroom, with or without resource support, in a special education classroom, etc., must be the outcome of diagnostic and evaluation procedures which have the child's best interests in mind. Such procedures should extend to all children and must involve parents and teachers. Although the data supplied by the DSEPPS student data bank were not as precise as we desired, it seems reasonable to say that few children return to the "mainstream" once they have entered the self-contained classrooms of DSEPPS. This finding is not unique to New York City. "In a number of school districts that were surveyed by New York's Fleishman Commission less than 10 percent of the children placed in special classes ever return to regular programs" (Gifford, 1977, p. 12).

Special education classes are a relatively new phenomena in New York City. The first such program was established in 1906 and by 1934 the "Board of Education considered special education to be one of the most innovative and progressive aspects of the school system " (Gifford, 1977, p. 8). By 1976-77 there were over 40,000 pupils enrolled in programs sponsored by DSEPPS (Gifford, 1977). By 1978 there are some 50,000 children being served and an estimated 14,000 awaiting service. While enrollment declines in the regular schools, enrollment continues to increase in

DSEPPS. The effects of enrollment decline are well known in terms of loss of service and morale. We must do something immediately to bring the system together if for no other reason than that both are designed to serve the children of New York City. There cannot help but be waste and inefficiency if two systems operate using the same facilities. In addition, the handicapped are entitled to a full range of services and programs. Many such programs and services currently exist in the regular program.

We propose that the Board of Education should declare its commitment to serving all its youth in appropriate classes, wherever possible within their own districts, and in the least restrictive and appropriate setting. The Board should reaffirm its conviction that it shall provide the full range of services required by all youth.

The Board's pledge is important as a promise to parents and educators alike. It must signal the beginnings of a vast effort to develop a long-range plan which will draw together into a single system the education of all children in full implementation of the laws and regulations of New York State and the Federal Government.

While the Board's pledge is important in establishing a tone within which planning can take place it would be foolhardy to ignore the likelihood of great resistance to change. Any attempt by a large system to make fundamental changes is going to result in strong reactions. It has been evident since 1970 that the DSEPPS organization was becoming more and more dysfunctional. With the Reilly-Reid decree in 1973, a large number of severely handicapped youngsters, as well as many more moderate and mildly impaired youth, have been identified and placed. This rapid influx placed even greater strains upon the bureaucratic organization of DSEPPS. By April 1976, Helen Fuelner, the Director of DSEPPS, presented a reorganization proposal to Chancellor Anker. She said (1976),

> The division has been working constantly to develop an awareness of the problems and taking action on an "ad hoc" basis to solve individual problems. Since these problems are "built in" to the organization, however, the time has come to face up to reorganization as a much more effective way of operating than to continue living with and working around serious road blocks to achieving our major goals.

Having recognized the instructional restraints to change, and having abandoned the bureaucratic structure of DSEPPS she proposed a Boro-Regional plan. For a variety of reasons only one of the proposed regions was begun (Bronx Region, October 1977) and that organization did not have the sweeping responsibilities recommended in the proposal.

It is now over two years later. The Bronx Special Educational Regional Office is in its second year of operation. As we interviewed people in the Bronx, Brooklyn and Queens we became aware that the problems were endemic and systemic.

New York City still has a major commitment to labeling and classifying children. It still has a major commitment to placing children in self-contained classes. It continues to bus many children across district lines. Its organizational structure does not facilitate mainstreaming, and it has an undistinguished record in providing resource room facilities. Its management system is basically nonfunctional and data are rarely accurate or timely. We have little quarrel with the BRO as a management extension of DSEPPS (there are questions of costs and other matters which are explored in other sections of this report); but as our study progressed we became increasingly convinced that New York City must undertake a fundamental reorganization in the entire DSEPPS operations.

In considering our proposals there are a number of cautions which should be applied. Cost effectiveness and savings are not necessarily synonymous. While we believe that a careful study of resources available to DSEPPS will indicate areas of potential realignment, we do not guarantee that such changes will result in large economies. Personnel will need to be reassigned to new duties and responsibilities; we do not envision major retrenchments of personnel.

Secondly, the process of change will have important consequences for the substance. Wide consultation and full involvement are absolutely essential as a new system is developed and the old folded in. In the end we expect that there will be fewer students served in self-contained special education classes but there will be far more students being served because they have special needs.

Our proposals emanate from the belief that the current arrangement where DSEPPS Central, or a regional office, is responsible for the day-to-day operations of programs located in school buildings in community school districts is basically unworkable. For example, if mainstreaming is to be more than temporal integration of children with special needs with youngsters who learn in traditional ways, that is, if mainstreaming is providing meaningful opportunities for children with special needs to learn in integrated settings, then careful planning for support services and classroom experiences must be arranged. This cannot be done in a distant central office or in a regional office, or for that matter in district superintendent's office; it must occur at the building level and must involve the principal and his/her professional staff. The impetus, the philosophical orientation and the supports required must permeate the entire system.

As stated previously, mainstreaming requires careful planning which will affect the educational experiences of all youngsters as well as the training of the entire professional staff. Such changes cannot be expected to occur in marginally related systems -- a special education system and a non-special education system co-existing and co-mingling in the same buildings. Retraining of the professional staff is a responsibility of all administrators, the principal is a key person in this equation, not just central administration personnel.

There are serious problems of supervision, of inconsistent commitment by some building principals to support for DSEPPS teachers and programs, and delays in supplies, equipment, and textbook deliveries. Furthermore, the present bureaucratic organization of DSEPPS provides support for categorical programs and the maintenance of children in self-contained classes with little pressure to move children toward the mainstream. At the present time, there appears to be an equally pressurized system that seeks to move children into special education classes and maintain them there.

In addition, the system is so constructed that community school districts do not consistently feel responsible for the children in the special education classes. It was apparent from our interviews that the superintendents do not perceive a close relationship to the problems of educating handicapped children because the day-to-day operations are the province of another and separate division in the Board of Education. Reinforcing this feeling is the great number of "out of district" children who are educated in special classes. This latter condition is a product of clustering classes in underutilized facilities, wherever these facilities may be. The fact that children with special needs are transported across district lines to receive services, while "normal" children are provided service in their own districts, is all too reminiscent of the type of busing which characterized pre-1954 America and certainly seems to highlight the "second class" status of children with handicapping conditions.

Our proposals are based on the assumptions that the local school districts are responsible for the education of all youth residing within that district. We see little chance of change in the pattern of increasing the number of special education self-contained classes, with many children going out of district, unless there is a major structural realignment of the DSEPPS-Districts relationship.

In the past, debates concerning major realignments of organizational components and responsibilities have revolved about the issues of "central" and "decentral" locus of control. The acrimonomy of past battles has left a residue of anxiety and strong feeling which is still voiced by various respondents to our interviews. We have presented some of these contentions above. Those who argue for "decentralization" do so based on their perceptions that the bureaucratic nature of a central organization is too insensitive to local community needs and desires. They reflect on the slow pace of the Central organization, on its "over concern" with uniformity and labeling, and on its concern for serving itself rather than youngsters. In essence, the decentralists contend that any organization which is closer to local control will be more sensitive to childrens' and parents' needs and to local communities desires to educate its youngsters. In some measure, the argument for local control is seen as an argument (by those who make it) for integration of youngsters into the mainstream.

On the other hand, the "centralists" contend, rather convincingly, that historically they had to fight the system to achieve better facilities and programs and that through their efforts and pressue, they helped move DSEPPS to provide better facilities and programs. Furthermore, the "centralists" appear to recognize that they can more readily and effectively maintain pressure on and vigilance over the operations of a Central organization than over the actions of thirty-two districts. The centralists point out that whereas they appreciate the need for flexibility there would be no uniformity of standards. In addition, the districts do not now have equal resources in personnel, equipment, supplies, and facilities and could not serve youngsters with special needs equally effectively.

We wish to eschew both positions. While there is much to justify each position, we believe that the needs of these children is so special, so crucial, that a more prudent approach requires a balancing of responsibilities. While we are convinced that in a system the size of New York City's schools, day to day operations cannot be in the hands of central organizations, the past history of local districts (practically everywhere in the United States not just in New York City) are such that the special needs of children with handicapping conditions will not be maintained as a high priority without constant pressure and surveillance by a responsible "out of district" agency.

Will not the regional concept serve both the "centralist" and the "decentralist"? When we review the data relevant to the BRO in terms of such orientations as least restrictive placement, of mainstreaming (not just temporal integration) where appropriate, of non-labeling of youngsters, of early diagnosis and intervention, of providing supports for youngsters in local schools, and with diminishing numbers of self-contained, special education classes, we find no such thrust. The BRO appears to be a well-run aggressive, management-oriented organization. It appears to be a more efficient edition of the present overall system. While it is true that it is not organized bureaucratically, the BRO is oriented toward increasing the number of self-contained special education classes. It is oriented toward increasing resource control for itself, for increasing the number of personnel assigned to it, in effect, in maintaining the duality between special education and "mainstream" education.

While the regional system appears to be more efficient and sensitive to local district demand, it is our judgement that these assets are only marginally greater than those that pertain to the current DSEPPS. In a pecular way the creation of five or seven regions may lead to a more serious problem in the future. If all the regions are as aggressively concerned with their own operations (and in a way this is highly commendable) then how will program quality be maintained? How will the needs of youth who move from one region to another be articulated? How will the "regions" co-exist? Will they even communicate? Will teachers and supervisors in different regions share experiences and train together or will there be duplication of programs and services?

We have developed our proposals on the principle of assigning responbility at the point of delivery of a specific service. Thus, mainstreaming practices and educational supports for children are provided at the building level. Support services are provided to clusters of schools in districts. Self-contained special education class placements where appropriate, are provided in local district schools as close to the child's neighborhood as possible. On the other hand, monitoring and financing of the system, advocating for children, developing curriculum and programs, and developing training programs for professional staff are functions of central administrators.

Can such a system work? We believe that the times are different. Enrollment has decreased. Local districts recognize that building utilization requires providing adequate space for special education classes. The increasing experience with special education teachers and classes has created new attitudes among principals. The weakenesses of a bureaucratic system has created considerable pressure among many parent and advocacy groups for a new organization for the delivery system. We suggest that the confluence of events and new state and federal mandates has created an ethos for change.

The formulation presented below is a proposal for a new organization for the delivery services to students with special needs. It represents an analysis of major functions, responsibilities, and duties of various components of an educational structure in New York City devoted to providing quality educational experiences to children with handicapping conditions.

FUNCTIONS, RESPONSIBILITIES, AND DUTIES OF VARIOUS COMPONENTS OF EDUCATION STRUCTURE IN NEW YORK CITY

I. DSE Central

A. ADVOCATE for children with special needs:

1. Develops standards and guidelines for each program for children with special needs. Such guidelines and standards to be followed by local districts in identifying children with special needs, establishing classes, hiring personnel for positions, supervising personnel, and other matters pertaining to day to day operations of programs.

2. Develop standards and guidelines for program design, evaluation, and program facilities to be followed by private agency programs and provider groups.

3. Develop procedures for conducting independent investigations related to advocacy/parent concerns about programs operated within community district schools, e.g., excessive wait for placement, inadequate facilities, low quality programs.

4. Develop procedures for monitoring adherence to Commissioner's regulations and PL94-142 mandates.

5. Develop guidelines and standards for requesting and assessing district proposals for providing special education services and programs.

I. DSE Central (cont)

B. Policy and Management Functions

1. Develop procedures for obtaining relevant data for planning re-personnel, space needs, budget.

2. Develop procedures for independent audits of numbers of personnel assigned to serve children with special needs, attendance data, transportation services, and other data relevant to funding.

3. Develop guidelines for funding of services provided by community district schools for children with special needs.

4. Develop guidelines for staff development programs for special education personnel and regular educators.

5. Develop guidelines for standardizing procedures relevant to COH/EU units - e.g., evaluation procedures, placement provedures, review and reevaluation procedures.

6. Develop and maintain coordinative relationship with support system components.

7. Develop guidelines and procedures for support staff services to schools. This will require a liason/coordinative relationship with new pupil personnel services unit.

8. Develop curriculum guidelines for programs for children with special needs.

I. DSE Central (cont)

B. Policy and Management Functions (cont)

9. Evaluate and recommend to Chancellor individual community district school experimental program proposals which meet guidelines and standards.

C. Administrative Functions

1. Develop procedures and maintain a computer based student data bank.

2. Develop procedures and maintain a central budget/data mechanism.

3. Develop central personnel data bank and access mechanism for regional field office, support team managers, and community district personnel. This mechanism would be used to provide information relevant to support service personnel availability.

4. Develop procedures and maintain a central data bank on space availability by programs.

I. DSE Central (cont)

C. Administrative Functions (cont)

5. Operate on a day to day basis low incidence programs as:

Programs for the Autistic
Teacher Moms
OTC's and Career Development School
Adult Skills Training Centers for Profoundly Retarded
Schools for Pregnant Teen-Agers
Centers for Multiply Handicapped
Off-site Special Schools for Severely Emotional
Hospital Schools
Programs for Hearing, Visual and Severely Speech Impaired
Institutional Schools and Detention Centers

(We are most hesitant about this recommendation as it runs counter to the principle we espouse that no programs should be centrally run. For the present, however, such an arrangement appears to be best.)

II. Functions of Regional Field Office

The regional field office, combined with the current administrative units, is conceived of as the operations branch of DSE Central. In effect, the regional offices[4] would be responsible for:

A. Helping community school districts implement programs and services which adhere to DSE guidelines and standards as well as comply with Federal and State mandates.

B. Monitoring the recruiting and hiring of qualified personnel.

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[4] A possible unit of division for these regional offices might be that used by the High School Division.

II. Functions of Regional Field Office (cont)

C. Maintaining liason and monitoring of private agency programs, provide group programs, and off-site programs.

D. Carry out requested investigations of complaints about services and programs for children with special needs.

E. Carry out continuous monitoring of special education programs adherence to federal and state mandates.

F. Collecting and reporting to central data banks information concerning numbers of students being served, use of facilities, personnel data, attendance data, space availability, expenditures of money, and all such data as required by DSE management and policy makers.

G. Verify, audit, and recommend to DSE central requests for funding from community school districts.

H. Arrange, implement and facilitate staff-development programs for all professional personnel.

I. Maintain a collaborative relationship with district COH/EU including up-to-date inventory of space availability and program information.

J. Monitoring of child's progress through the evaluation, placement, and reevaluation process.

II. Functions of Regional Field Office (cont)

K. Monitoring of procedures related to IEP writing, revision of IEPs and adherence to standard procedures.

L. Collaborative- liaison relationship with support service teams. The regional office would facilitate the dispersion of mobile support units in high need situations.

III. Functions of Support Service Teams

Each "cluster" of schools in the community school districts would receive support services, from a unit composed of psychologists, social workers, itinerant resource teachers (special education teacher), speech therapists, and specially trained paraprofessionals. A support service team might serve two or three "clusters" within a district. The support service team members are conceived of support resources to be used by the personnel in the clustered schools in ways which will facilitate the local school's programs for children with special needs. The support service team and its "manager" is assigned by DSE Central and the PPS Central to community school districts and would work closely with community district personnel to implement plans for programs in Special Education. Since it is expected that the major thrust in all cluster schools would be on maintaining all children in the least restrictive environment, the support service

III. Functions of Support Service Teams (cont)

team would concentrate its efforts on supporting the "regular" services within a school. The supportive service team should be conceived of as providing continuous, scheduled services, but it must also maintain enough flexibility to be able to respond to requests from principals for additional "emergency" services. The team manager and the cluster school principals would need to plan the most efficient and effective ways to use the support service team.

The team manager is a crucial person. He/She needs to be a planner, an administrator in terms of arranging schedules for support services, and an innovator in the sense of creating programs that will be most helpful to school personnel. The team manager would also work collaboratively with the regional field office to arrange for additional services, when required for a unique problem.

IV. Community School Districts

The local Community School District, its community school district board and superintendent, and all personnel shall be charged with the responsibility of planning, operating, and providing, in collaboration with DSE (and its regional field office), a full spectrum of programs and services for children with special needs. The placement of children shall, satisfy the requirements of state, federal and central board guidelines.

IV. Community School Districts (cont.)

The District Superintendent shall negotiate financial arrangements with DSE and district programs and services shall be subject to monitoring and auditing by DSE personnel.

The arrangements between the local district and DSE central is conceptually similar to the relationship of local school districts to the Board of Education. In effect the DSE is the arm of the Chancellor's office which is charged with responsibility for developing and monitoring standards for educating those children with special needs.

Afterword

In closing, we want to reiterate two points. Whether or not the design, programmatic and structural, we have proposed is adopted, there are both conceptual and operational matters which must be addressed. Conceptually, a commitment must be made to a system of education for handicapped children which removes them from the mainstream as little as possible and returns them to it as often (and as soon) as possible. For all children, placements must be in the least restrictive environment, which for most can be a changed mainstream.

At the operational level, this commitment demands a breakdown of the walls of separation between DSEPPS and the structures where the majority of children are educated. And undergirding any system, even should the decision be to perpetuate the present one, there must be systems to collect accurately and to produce in a timely fashion data concerning children, finances, and other resources. While useful for some purposes, the division in accounts of tax levy and reimbursable funds leads to incomplete overall data.

Several other operational steps need to be taken, again regardless of the overall system adopted. These include:

-- reduction in cross-district busing which is wasteful of students' time and dollars, both scarce resources;

-- development of programs which emphasize career and vocational opportunities for handicapped children;

-- provision of the support services in the field which are essential to an effective educational program;

-- development of appropriate curricula which emphasize learning needs not handicapping conditions;

-- analysis of present laws, regulations, and funding formulae of all programs so as to gain maximum benefit for all children and to assure that educationally sound program decisions are not blunted by such external forces, and use these analyses proactively to affect new laws, regulations,and formulae; 4

-- improvement of the evaluation and placement processes in all their features including record keeping, parent involvement, roles for classroom teachers, speed and rate of processing, appropriateness and adequacy of decisions including attention to differences in racial dispositions;

-- increase of resource room programs which serve as genuine bridges between special and regular programs;

-- consideration of a formula for location of special classes in buildings which strikes a balance between a necessary critical mass and overload, a figure which would seem to be in the range of 15 to 20% of a school's total enrollment;

-- development of better systems of articulation between school levels so that the transition from elementary to junior high school and from there to high school is smoother and more effective; and

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4. A good example of such an analysis, and illustrative of the resources available to assist in the transformation of services for children with special needs, is the analysis by PEA of the new state regulations (Appendix I).

- -- establishment of a more effective system for "low-incidence" programs (viz. autistic, multiply handicapped, visually impaired, hearing impaired), and consideration of whether a new DSE is the most appropriate location for programs for pregnant teenagers or drug rehabilitation.

Changes are necessary in each of these areas. Their achievement would be valuable in and of themselves, as well as being supportive of the broader recommendations we have proposed.

APPENDIX A

Instrument Development

now vs. pre-regionalization, (2) special education in the Bronx vs other parts of New York City, and (3) the BRO vs Bureau operations in terms of management, communications and program/staff development. In addition to providing categories of questions, the schema was used to deduce the sources from which valid and reliable data might be obtained.

Questionnaires and interview schedules (See Appendix B) were developed for each group to include items which would elicit information needed to determine how the Bronx Regional Office (or DSEPPS Bureaus) managed services, communicated with school and community systems, and facilitated personnel and program development. Since the school and ultimately the classroom is the arena where most special education services and programs are delivered, the information available from the special education teacher population was deemed to be very important.

In addition to teachers, we identified community school district superintendents, principals, contact teachers, parents, advocacy groups, union officials, bureau chiefs, BRO personnel, supervisors, and DSEPPS administrators as relevant groups from which to obtain data. (See Appendix C for Sample Procedures) Separate questionnaires were developed for the various role groups. (See Appendix B).

One of the issues that creates difficulties in evaluation studies is that of the reliability and validity of the data

Instrument Development

The development of all interview schedules and questionnaires was guided by the need to obtain data relevant to the functions described in the schema above for both the period prior to regionalization and currently. We were aware that a study of ongoing operations in special education would be affected markedly by the rapidly changing system of special education in New York City, as a function of the magnitude and complexity of the system, of new federal and state mandates, parent advocacy for more programs and services, vast differences of opinions both within and without the system, and the omnipresent New York City fiscal crises. From the outset of the study, the team understood that interview schedules and questionnaires generally had lower reliability and concurrent validity than other instruments which are used in "scientific" studies. We were aware that some of the factors mentioned above would serve further to exacerbate the conditions for collecting data. Nonetheless, time limitations made it necessary to utilize the most parsimonious design for data collection. The burden of the validity of descriptions would fall upon the adequacy of our sampling procedures (see below).

Utilizing the schema (Table 1.2) we developed interview schedules and questionnaires guided by the need to obtain data comparisons such as (1) special education in the Bronx gathering instruments with known reliability and validity estimates. Furthermore, we did not obtain much of our data through paper and pencil techniques. Most studies of the interview technique suggest that reliability is generally low.

We set as our major objective the obtaining of data from a variety of sources that would permit an accurate picture of the realities of special education services in the Bronx, with comparative data for Brooklyn and Queens. Utilizing the three sets of data, we wished then to generalize our description of special education delivery systems to New York City. Thus, we sought to collect data in a manner which would maximize the external validity of the study.

We were concerned as well, of course, with problems of internal validity and reliability and utilized the following techniques toward those ends.

(1) Prior to the development of the interview schedules and questionnaires we interviewed (during phase one) over sixty persons intimately involved in one way or another with delivering special education services in New York City's public schools. In each of these interviews, in addition to seeking background data, we focused on two topics, "What questions should we be asking?" and "Who should we be talking with?" As we developed our interview schedules we consulted with knowledgeable persons to determine if our questions were

relevant and appropriate to the experiences of the interviewee. At the conclusion of each interview we asked, "Are there some questions we should have asked that were not asked?" In general, the responses were positive but did not add new information. We believe, therefore, that the instruments reflect a reasonable degree of face, or content, validity.

In attempting to control sources of unreliability we sought to standardize the conditions of interviewing by providing written directions for our interviewers, as well as providing a scheduled interview instrument. Also, we instructed each interviewer to note the conditions within which interviews were given. When the data were returned two of the investigators read each of the interviews and recorded impressions independently. We then reviewed our impressions of each protocol, item by item. Although we do not have statistical data to support our contention of reliability, we are reasonably certain that our scoring procedures were consistent. We, of course, cannot predict whether the responses themselves would be stable from one time to the next. It should be noted, however, that this study dealt with areas of great volatility. We would venture to guess that opinions change rapidly as a function of the frustrations of trying to handle problems which appear to be everlasting. We are buttressed, somewhat, in our feelings that the data are reasonably consistent over time because the data obtained in our later interviews generally were not different from those obtained at the beginning of the study. Although one would expect some differences associated with an individual's experiences, the within school data appears to be consistent, suggesting some level of intrasite reliability.

APPENDIX B

Interview Schedules and Questionnaires

TEACHER INTERVIEW

1. How long have you taught special education pupils?

2. In which DSEPPS programs have you taught?

3. What do you feel are your most difficult problems at the present time?

4. (If person taught DSEPPS in 1976) Are these problems any different from those you recall experiencing in 1976-77?

5. Do you feel that you are receiving enough help, this year, when you experience problems with your children? Who generally provides the help?

   (If person taught previously) How did you feel about the help you received in 1976-77?

   If there is a difference, what made the difference? (You said that help was better or worse now than then or vice versa.)

6. (If taught previously) Have you noticed any improvements in transportation services since 1976? If yes -- please explain.

7. If you thought a student was inappropriately placed in your class who would you go to for assistance? What do you think would happen?

   (If taught previously) Is there a difference in the kinds of assistance you receive now as compared to the assistance you received in 1976 when you believed a child had been inappropriately placed in your class.

8. Have you received any assistance in organizing parent meetings, in revising the IEP, and helping you interpret programs to parents? If yes -- who assisted you? Did you find the help useful?

9. Do you feel that anyone else other than special education teachers cares about children in special education? Has there been any evidence that attitudes have changed toward special education students? If there have been changes, what do you think brought them about?

10. Have you participated in inservice activities since 1976-77? Who organized or sponsored the activities? How effective was the training?

11. Do you feel that you have had any say in decisions concerning the following issues:

    A. Cross-categorical supervision or horizontal and vertical supervision

    B. Cross-categorical teaching of special education students

    C. New curricular developments in special education programs

    D. Removal of special education programs

    E. Articulation of special education students to the next level or school and the coordination of programs for them.

12. In general what are your feelings--both concerns and positive feelings--

    - about cross-categorical teaching
    - about cross-categorical supervision
    - about regionalization
    - about DSEPPS bureaus

    Why? Please explain.

13. If you had to make a recommendation to Chancellor Macchiarola concerning the best way to organize to provide services to special education children, what recommendation would you make?

14. What issues and concerns about special education have not been discussed in this interview which you feel should be included in the teacher interview?

District Superintendents Interview

1. Are you aware of any Special Education programs which existed in the Districts schools in 1976-77 which have since been terminated?

/NO
go on to next question

/YES
What programs are they?
Who dropped them and was this discussed with you?

2. Do you have any feeling that the changes in supervisory assignments have had an effect on teacher practices -- on principal's feelings?

/In Brooklyn
/In Queens
are reports of problems
since changes in 1978

How has the new supervision model - cross-categorical - had an effect on teaching practices, principal's practices or feelings, parents feelings?

3. Who is responsible for developing funding proposal for children with handicapping conditions in the District office?

In the last 3 years have any proposals been submitted? How many have been funded?

What support did you receive from Regional Office (or from DSEPPS bureau?

4. Is there any program being developed to handle children with learning disabilities in Resource Rooms? Will this be a district program or a DSEPPS Program?

what is role of district personnel
what is role of DSEPPS(Regional)

what program to train teachers?
how are teachers to be selected?

5. Can you tell me what efforts you, your district are making to provide mainstreaming experiences for special education studies?

Who helps to plan these activities?

Do you feel that progress has been made in developing M.S. activities -- please give examples.

What are the problems?

6. As you see it, how adequate are the services provided in this district for Special Education pupils? What is the basis for your comments?

What are the major problems to providing better services?

How much help has BRO (or DSEPPS) been?

7. Have you noticed any differences in services to Special Education children that you would attribute to the BRO - (or to new Management in DSEPPS? Please be specific.

8. How often do you or one of your staff communicate with the Bronx Regional Office? What is the nature of the communication? Do you or a member of your staff meet with other Superintendents or their staffs to discuss Special Education? Are these meetings in any way connected with the Bronx Regional Office? Did such meeting take place prior to October 1977, as often?

9. What changes would you like to see?

10. If you had to make a recommendation to Chancellor Macchiarola concerning the best way to organize to provide services to Special Education children, what recommentation would you make?

Thanks for your time ---

ADVOCACY/AGENCY INTERVIEW - BRONX

(In Bronx say)

We are studying the regional administration of Special Education in the Bronx for Chancellor Macchiarola. It is important for us to know how you and your agency interact with the Bronx Regional Office and how you interacted with the DSEPPS bureaus prior to regionalization? Please answer our questions as candidly as you can. We appreciate your help and you may be assured that you or your agency will not be identified as an individual in this study.

1. Were you and/or your agency involved in the discussions about regionalization prior to October 1977. If yes -- How were you involved? What was your role?

2. If yes to Question 1. If NO go to Question 3

In the discussions on establishing a regional office did your agency adopt positions on the following issues? If you did please state what the positions were.

A. Establishment of a (Bronx) Regional Office

B. Redeployment of supervisors cross-categorically?

C. Development of new Special Education programs

D. Removal of existing Special Education programs

E. Evaluation, placement or reevaluation of students

Have your positions changed on any of these issues since 1977?

If yes, please state your present position or positions

3. On the average, how often do you or someone in your agency contact the Bronx Regional Office or one of its supervisors?

1. never
2. once in a while
3. monthly
4. weekly
5. more often than weekly

Advocacy/Agency Interview - Bronx (cont)

4. Why does your agency contact the BRO?

1. placement of child
2. reevaluation of child
3. nature, quality, future of program
4. planning coordination of services
5. transportation
6. other

5. On the average, how often does the Bronx Regional Office contact you or someone in your agency?

1. never
2. once in a while
3. monthly
4. weekly
5. more often than weekly

6. Why does the BRO contact your agency?

1. placement of child
2. reevaluation of child
3. nature, quality, future of program
4. planning coordination of services
5. transportation
6. other

7. What specific policies do you feel your agency has been instrumental in influencing since the establishment of the BRO? Do you feel you would have been able to influence these policies (this policy) under the DSEPPS bureau organization? Please explain.

8. Has your agency been asked for advice more frequently on items of interest to you since the advent of regionalization? If yes - Please give one example.

9. Since the advent of regionalization have agency personnel found that special education personnel are more accessible to them for discussions? Yes ______ No _____

Advocacy/Agency Interview - Bronx (cont)

10. Do you feel that the BRO has been responsive to the problems, issues and concerns you have raised?

1. yes
2. no
3. not applicable

11. How often in the last year has a member of the Bronx Regional Staff investigated a situation or problem that someone in your agency placed before them?

1. never
2. once
3. between 2
4. between 6 and 10 times
5. more than 10 times

12. How often did the BRO successfully resolve the problem?

1. never
2. once in a while
3. sometimes
4. almost always
5. always

13. Has the Bronx Regional Office made a significant difference in the quality of services, life, education of special education students?

1. yes
2. no

a. if yes, why?
b. if yes, how?

14. What changes have taken place in special education in the Bronx in the last year? Could these changes have occurred under the Bureau arrangement?

15. Have they been facilitated by the Bronx Regional office? How?

1. yes
2. no

16. Which of these changes adversely affect the quality of services, education and life of students with handicapping conditions?

17. What changes would you like to see in special education in the Bronx?

Advocacy/Agency Interview - Bronx (cont)

18. What would you like to change about the interaction/communication that takes place between your agency and the BRO?

19. What are the strengths and weaknesses of reorganization?

20. If you had to make a recommendation to Chancellor Macchiarola concerning the best way to organize to provide services to special education pupils, what recommendations would you make?

21. Are there any additional issues or concerns you think should be included in this interview that we have not discussed? If yes, describe briefly.

PRINCIPAL INTERVIEW SCHEDULE

(in Bronx)

We are studying the regional administration of Special Education in the Bronx for Chancellor Macchiarola. Your school has been selected at random from thos in district to be included in our sample. It is important for us to know how you and your colleagues interact with the Bronx Regional Office and how you interacted with DSEPPS bureaus prior to regionalization. Please answer as candidly as you can. We appreciate your help and you may be assured that you will not be identified as an individual in this study.

(other Boroughs)

We are studying the way special education services are delivered to children in other boroughs for Chancellor Macchiarola Your school has been selected at random to be included in our sample. It is important for us to know how you and your colleagues have interacted with the various DSEPPS bureaus and supervisors over the last three years, that is, the 1976-77 school year till now. Please answer as candidly as you can. We appreciate your help and you may be assured that you will not be identified as an individual in this study.

PRINCIPAL'S INTERVIEW

(1) There are a number of problem areas that a principal must deal with from time to time. I am going to suggest some areas and would you tell me if having special education classes in your building at this time creating unique problems for you? If yes - please describe and explain.

(a) Transportation

(b) Space

(c) DSEPPS or Regional Personnel in building

(d) Pupil Management

(e) Parents of Special Education children

(f) Variety of Special Education Programs

(2) Are any of the problems you just described of an enduring nature -e.g., since at least the 1976-77 school year? If yes - have you observed any differences in the nature of the problems? Are they more complex, more difficult to resolve now than they were in 1976-77?

(3) In each of the problem areas that we just spoke about do you ever work with a DSEPPS (or Bronx Regional person)? If yes - with whom (by position)?

Do you notice any difference in the way you are able to work with DSEPPS (or regional) personnel this year than in 1976? If yes - please explain.

Principal's Interview (cont) - page 2

(4) Transportation for Special Education pupils has often been a major problem. Are nay of the following functions assumed as responsibilities by you or someone else in your office? Secondly, do you think they ought to be your responsibilities?

(a) Assigning persons to monitoring the loading and unloading of buses. Yes, my office does this_____ No ______. It should be a responsibility _________ No_________.

(b) Calling the transportation office to report schedule and other bus problems. Yes, my office does this ____ No ____. It should be a responsibility _____ No _____.

(c) Dealing with behavior problems as they occur on the bus. Yes, my office does this _____ No _____. It should be a responsibility _____ No _____.

(d) Any others _____. Please describe any other ways you assume responsibility of student transportation.

(5) Is it your impression that transportation of special education pupils is more or less of a problem than it was in 1976.

More_____ Less _____

Please explain ____

(6) What changes have occurred since 1976-77 in the number of special education classes currently housed in this school? e.g.,

Principal's Interview (cont) - page 3

(6) cont

(a) increase or decrease? I D

(b) wider variety of programs, same or less? W S L

(c) more special education pupils in building or less?

M L

(7) Have any of the special education classes been combined acorss handicapping categories - i.e., cross-categorically? If yes, please explain how this came about? Who was responsible for the idea and who supported it?

(8) At the present time are special education and non-special education students together during the school day in any of the following situations?

(a) playground

(b) lunch

(c) physical education, music, art

(d) academic subjects 1-3 hours

(e) most of the day in a non-special education class.

Are any special education pupils restricted from these activities? If yes, please describe by handicapping condition and explain why they are not included.

(9) Is it your impression that more special education children are involved with non-special education children this year as

Principal's Interview (cont) - page 4

(9) cont

as compared to the 1976-77 school year? If yes, in what situations? Please explain why this seems to be occurring.

(10) What proportion of the supplies and equipment which special education classrooms are allocated are from the building or district office and what proportion is provided by DSEPPS (or BRO)? Has there been a change in these proportions since 1976-77? If yes, please describe and explain.

Do you feel that you receive adequate allocations in order to provide equitable outlays to the special education and non-special education classes?

If there is a problem in adequately supplying special education classes with materials and equipment, what is the source of the problem?

(11) (a) What support staff- e.g., paraprofessionals, contact or unit teachers, crisis intervention teachers, guidance counselors, psychologists or social workers, are available to special education classes? Who provides the funds for these persons? District or DSEPPS (or Regional). If both, what proportions?

(b) Have the members of support staff increased or decreased since 1976-77?

(c) Do you feel that the special edcuation classes receive adequate personnel support? Yes _____ No _____.

Principal's Interview (cont) - page 5

(11) cont

(c) cont

If no, what should be done about this? Have you tried to obtain more personnel from DSEPPS (BRO)? Yes _____ No _____

(12) (A) Describe the way special education teachers are supervised in your school. (Allow person to respond and then, if necessary, proceed with the following specific examples):

(a) Do you take sole responsibility?

(b) Do you collaborate with DSEPPS (Regional) supervisor(s)?

(c) Do supervisors take full responsibility?

(d) Do you assign responsibility to an Assistant Principal or other administrator?

(e) Do you assign responsibility to a swing teacher, head teacher, crisis intervention teacher, or another person?

(B) Is this a change from 1976-77?

(C) Do you feel that special education teachers in this building are being more adequately supervised this year than in 1976-77? Yes _____ No _____

If Yes - Why? If No - Why Not?

(13) (A) How many times in a month would you estimate you talk with someone at DSEPPS (or regional office) about a problem? What kinds of problems?

Principal's Interview (cont) - page 6

(13) cont

(B) Who generally initiates the call?

(C) Do you feel that the bureau (Regional Office is generally responsive?

(D) How long do you have to wait for a response?

(E) Are there regularly scheduled meetings with Bureau or (Regional) personnel which you are asked to attend?

(F) Is there a systematic means by which the bureau (Regional Office) keeps you informed?

(G) Is it your feeling that communication between you and DSEPPS (BRO) has changed since 1976-77? If yes, how?

(14) (A) Do you feel that you discuss things with the special education supervisor more now than you did in 1976-77? Do you feel that there is any difference in the discussions now as compared to 1976-77? If yes, why?

(B) Are the topics you discuss now with the supervisor about the same as those in 1976-77. If yes, what is discussed? If no, what is discussed now that wasn't then?

(15) Have you discussed any of the following issues: If yes, please indicate (a) who initiated the discussion; (b) when it was held; (c) what issues were discussed; and (d) how you felt about the issue.

Principal's Interview (cont) - page 7

(15) cont

If no, please describe how you feel about each issue:

(a) cross-categorical supervision or horizontal and vertical supervision.

(b) cross-categorical teaching of special education students.

(c) new curricular developments for special education pupils.

(d) articulation of special education students, (moving students from one level of school to another, from elementary to junior high to high school.)

In terms of the articulation of special education students, what is being done to coordinate programs between your school and the schools from which students come or to which students move?

If nothing is being done, or the efforts are ineffective, what do you think should be done?

(16) Do you feel that special education programs are markedly improved, somewhat improved, no different, somewhat poorer or markedly poorer now than in 1976-77?

If there has been a change, to what do you attribute it? Please explain.

Principal's Interview (cont) - page 8

(17) If you were advising Chancellor Macchiarola concerning the best way to organize to provide services to special education children, what recommendations would you make?

(18) What issues and concerns about special education have not been included in this interview that you feel should be discussed with principals?

School______________________________ Date____________

PARENT INTERVIEW

The City University of New York is studying the special education program in the public schools for the Chancellor, Dr. Frank Macchiarola. Your name was selected at random from all the names of parents who have children attending Special Education classes in this school. We would like to talk with you about your child's experience as a student in the special education program. Your responses will be kept confidential. The purpose of the study is to find out how special education students are doing in school and what might need to be changed.

1. How long has your child been coming to this school?__________
2. Did he/she go to another school before coming here?__________

(If 2 is different from 1, then do 3, 4, 5 - if 2 is same as 1, then go to 6)

3. Was he or she in a special education classroom in the other school? _____
4. What kind of class was it? ______________________________
5. Do you know why he or she was moved?__________Explain.
6. What kind of special class is your child in now?____________
7. How old is your child? ________________
8. Do you know why your child is in this class?__________Explain.
9. a) How old was your child when you began to think that he/she had a "handicapping condition"?__________________________

   b) From whom did you learn of the condition?

   (a) I observed it
   (b) Doctor
   (c) Relative
   (d) Teacher
   (e) Other

Parent Interview (cont) - page 2

10. How did the school find out about the handicapping condition?

a) I told them
b) Teacher
c) School social worker or psychologist
d) Doctor, clinical, or hospital staff member reported it
e) Other

11. How long did you have to wait between the time the school knew of the condition and your child was placed?

1 wk. _____ 2 wks. _____ 3 wks. _____ 4 wks. _____More_________ specify

12. How does your child get to school?

a) walk
b) city transportation
c) parents bring him
d) school bus (regular)

13. About how long does it take your child to get to school this term?

Did it take longer to get to school and come home in 1976-77 than now?

Longer _____ Shorter _____ Same _____ Don't Remember _____

If longer, how much longer?

If shorter, how much shorter.

14. Is it your feeling that the transportation is better or worse than it was two years ago? Please explain.

15. Has your child had any problems being bused to school?

a) What are the problems?
b) Who did you contact when a problem occurred?
c) Was this person or office able to help with the problem?
d) How did they help?
e) How long did it take to get the problem resolved?

Parent Interview (cont) - page 3

16. Are you satisfied with your child's school experiences?

If no, should he/she be in a different class? Which?

17. How often do you talk with your child's teacher?

a) Who asks for the meeting?
b) When did you talk with your child's teacher last?
c) What did you talk about?
d) Have you and the teacher talked about a program for your child for the year?
e) Do you know what your child's program in school is like this year? If yes, please explain.
f) Has the teacher or someone at school made any suggestions about how you might help your child at home? If yes, were the suggestions helpful?
Did any other teacher ever do this?

18. Have you or your child experienced any problems related to school in the last two years?

a) What were the problems?
b) What did you do about them?
c) Who did you talk with about them?
d) Were the problems resolved?
e) How were they solved?
f) How long did it take to have the problem settled?

19. (Ask only in the Bronx)

Have you ever heard of the Bronx Regional Office for Special Education?

a) What do you know about it?
b) Where, when, how did you get this information?

20. If you were going tell Chancellor Macchiarola something about Special Education, what would you want him to know?

SUPERVISOR INTERVIEW

1. A. Please describe what you do in a typical week this year?

   B. How does this compare with what you did in a typical week in 1976-77?

2. A. What proportion of your time in a month is spent in direct classroom observation of teachers assigned to you?

   B. Is this more or less than in 1976-77? Please explain your answer.

3. Do you feel you are (more or less) effective in providing direct classroom assistance to teachers now or in 1976-77? 3.1 More effective now, 3.2 less effective now. Please explain.

4. What do teachers most often ask for help with:

   A. Teaching strategies
   B. Transportation
   C. Pupils and parents
   D. Setting up classrooms
   E. Professional development
   F. Pupil management

5. A. How do you view the switch from a categorical assignment to a cross-categorical assignment?

   B. Do you feel competent in implementing a cross-categorical supervisory assignment?

   C. Please explain why or why not.

   D. What are the difficulties in implementing such an assignment?

6. What training do you feel you need to carry out your duties as a supervisor cross-categorically?

   What training have you participated in since 1976?

   How effective has this training been in helping you to supervise cross-categorically?

Supervisor Interview (cont) - page 2

6. cont.

If the training was not effective or helpful explain why you feel it was not helpful or effective.

7. A. When you have a question about supervising a classroom in a program with which you are unfamiliar, where do you go to get assistance?

- a fellow supervisor
- a bureau staff member
- other ______________________

B. Why do you go to this source?

8. A. In considering your current role what do you feel are the major constraints preventing you from being as helpful as you would like to be? Please explain.

B. In considering your current role what do you feel are the major supports that help to make your job reasonable and viable? Please explain.

9. If you were to compare this year to the 1976-77 year in terms of constraints and supports, what would be the major differences?

10. Describe your relationship with the principals in whose schools you supervise with regard to your supervisory activities.

A. Needs to be probed - e.g., - How many times do you visit the same school in a month?

11. If you were going to advise Chancellor Macchiarola concerning the best way to organize to provide services to Special Education children, what recommendations would you make?

UNION OFFICIAL INTERVIEW SCHEDULE

1. What are the major problems created for Special Education teachers by a regionalization plan?

   A. Specifically in the Bronx.

2. If regionalization were to be installed throughout the city what problems for Special Education teachers?

3. What are the positive aspects for Special Education teachers created by a regionalization plan?

4. Are you aware of whether the problem of teachers now are any different in intensity or complexity or nature than they were prior to regionalization in the Bronx?

5. Are there new problems which are unique to regionalization and are there former problems which regionalization eliminated?

6. Is it your feeling that there is a difference between the regional office's concern for teacher welfare and support than the DSEPPS bureau's concern?

7. Are there any specific instances that you know about that highlight either successful or unsuccessful practices by the regional office and/or Bureaus? e.g.,

   - Teacher personnel practices
   - Staff Development practices
   - Communications with union officials
   - Response to crisis

8. If you were going to make recommendations to Chancellor Macchiarola about regionalization, what would it be?

ADMINISTRATORS INTERVIEW SCHEDULE

1. Now that the BRO has been in operation for a year and a half do you have the feeling that Special Education in the Bronx is working any differently than in any other place in New York City? If so - In what ways?

2. Has the BRO created any unique problems for DSEPPS?

3. Have the changes in supervisory assignments in 1978-79 created any problems for the Bureau or DSEPPS?

   Are these problems any different from those experienced in 1977-78 by the BRO?

4. We note that there is a plan to provide supervisors with a training program to prepare them for their cross-categorical assignments -- We also understand that the BRO supervisors are to be included -- Was this discussed with you? What is the basis for this decision?

5. In the last two years what do you consider to be the major successes of the BRO? Of the Bureaus?

6. In your opinion are there any services which should be regionalized which are now centralized? Vice versa? Are there some services that should remain centralized?

7. What problems do you see with a complete regional plan?

8. What problems do you see with a District oriented delivery system?

9. What would you see as the responsibilities and functions of DSEPPS if a regional or district plan were installed?

10. Who makes final budget decisions? What is the basis for such decisions?

    Ask for budget --

BUREAU CHIEFS INTERVIEW SCHEDULE

1. What is the relationship, in terms of planning, between the BRO and bureau? Please give examples?

2. Are principals and/or district administrators ever involved in joint planning with BRO (Bureaus)? If yes - Please give examples.

3. What do you consider the major successes of the BRO (Bureaus) over the last two years?

4. What is the relationship of the BRO (Bureaus)with the COHEU? Are there plans to change this relationship?

5. What is the relationship of the BRO (Bureaus) to SEIMC? What are the future plans for SEIMC?

6. There is a great deal of talk about new classroom teaching strategies to be developed - e.g., cross-categorical teaching according to learning needs -

   A. What plans, if any, do you have to install such a plan? If you do, how will you do it? What plans to train teachers?

   B. Are there any other strategies which you plan to install? If yes - What plans?

7. In your opinion how should services to hearing, visual and speech impaired youngsters be delivered? Please explain.

8. All directors usually feel that they are not adequately funded? How do you feel about funding? What would make it a more equitable process? What would you use as the base?

9. What do you see as the responsibilities of the BRO (Bureaus) for teacher training and supervisor training?

Bureau Chiefs Interview Schedule (cont) - page 2

10. Are teachers in the Bronx permitted to take inservice work offered Bureaus? Vice Versa?

11. What efforts are being made by the BRO (Bureaus) to create resource rooms?

12. If a regional plan were adopted city-wide what role would you see for DSEPPS bureaus?

If a bureau organization were adopted what would you see for the regional plan?

Is there another plan which has more appeal than either regionalization or bureaus?

Teacher Questionnaire:

This questionnaire has been designed to obtain information from you and your colleagues about teaching children with handicapping conditions. We have discussed the study with the UFT, with the Bronx Regional office and with various DSEPPS bureau chiefs. All have agreed that this study is important and timely and they agreed with us that the teachers working with children with handicapping conditions were a crucial and significant source of information.

We appeal to you for help. We have designed this questionnaire to take as little of your time as possible and we estimate that you can respond to it, on the average, in about a half-hour.

Your school was selected at random to be included in this study and all the DSEPPS personnel are being asked for their help. Please be assured that your responses are not identifiable, nor would we wish to identify any individuals. All responses are completely confidential and no person(s) will be identified or affected in any manner. We are concerned with group data. Please answer the questions as candidly and openly as possible.

Please note that some of the questions call for answers that would make you think back to 1976-77. If you were not teaching Full Time in DSEPPS classes in 1976-77 please leave those questions blank.

We thank you for your cooperation and should you have any questions please feel free to call us at (212)790-4549.

Marvin Taylor
Lee Ann Truesdell
Center for Advanced Study in Education
City University of New York

November 1978

1. Please list all New York City or New York State Certificates and/or licenses you currently hold. Give date or obtaining certificate or license. In column 3 please indicate whether licensed and/or certificate is provisional or permanent.

Teaching Certificates and/or City licenses	Date of Document	Provisional or Permanent

2. A. Did you teach special education classes in the 1976-77 school year?

Yes_____ No_____(If NO, please skip to 3)

B. If yes, please indicate Borough and type of class(es) and dates of service if you had more than one placement.

Borough	Type of class(es)	Dates of Service

3. Please fill in information requested below about your present teaching assignment.

Borough	School	Type of class(es)

4. For the 1978 school year:

A. How many children in your class walk to school? _____
B. How many children in your class come on a school bus? _____
C. How many children receive a bus or train pass to come on public transportation? _____
D. On the average, how often in a week is the bus more than 15 minutes late in bringing children to school?

0_____ 1_____ 2_____ 3_____ 4_____ 5_____

5. Below are listed several opportunities which children in special education classes may have to interact with children who are not in special education programs. Please indicate, if you can, whether there were more or less special education children on the average involved in 1976-77 than at the present time. If more special education children in 1976-77 were involved than now place an M next to the item. If less children were involved, place an L next to the item. If about the same place an S.

Situations in which special education and non-special education pupils may interact:	Write below: M (more than 1976-77, L (less than 1976-77) or S (same as 1976-77)
A. Eating lunch	
B. Gym Instruction	
C. Reading classes (regular class or small group)	
D. Math classes (regular class or small group)	
E. Goes to non-special education classes more than half the day	
F. Music or Art classes	
G. Other academics - list	
H. Assembly programs	
I. Joint field trips	
J. School buses (coming or going home)	

6. Please check if you conducted classes of your DSEPPS pupils and other special education pupils in joint situations

Please describe briefly:

1976-1977 ________

1978-1979 ________

7. Please estimate and place the frequencies requested below in the spaces provided.

	1976-77	1978-79
How often did you meet with your supervisor?		
How often did your supervisor observe you teach?		
How often did your supervisor review your planbook?		

8. All teachers at one time or another, ask for assistance in their efforts to provide quality education for their pupils. There are many persons in a school who are able to provide assistance. Many times the assistance is very helpful and sometimes you might feel the help provided was not very useful.

Below are described several general categories which you might have requested and received assistance from one or more persons. Please read each situation and then designate for each year how quickly your request for assistance was fulfilled. Use the RESPONSE TO REQUEST scale (0-6) which is described in the left hand column below.

Next to the response indicator place the appropriate letter from the QUALITY OF RESPONSE (A-E) scale which best describes how useful the assistance, in general, was to you.

Use each scale for every person who responded to your request for assistance.

Please be as candid as you can. You may be assured that your remarks are not identifiable and that all comments will be grouped so that no individual will be able to be identified or injured by the ratings.

If you were not teaching special education classes in 1976-77, please leave the appropriate column(s) below blank.

Response to Requests (RR)

0 - Did not request assistance
1 - Within 3 hours of request
2 - More than 3 hours but within same day
3 - Within the week
4 - Within the month
5 - More than a month
6 - Did not respond to request

Quality of Response (Q)

A - very poor
B - poor
C - fair
D - good
E - excellent

For example, if you requested a Special Education Supervisor this year and in 1976-77 to advise you on how to organize your class for your children and you responded with 3D for supervisor in column I for 76-77 and a 2E for 78-79 you would be saying that in 76-77 the supervisor responded within a week of your request and provided "good" useful information. In 1978-79 he/she responded on the same day and provided excellent information. You are also saying that no one else in the building helped you in this area during 1976-77 or presently or it may be that you didn't ask anyone than your supervisor.

I asked for help or advice:	Special Education Supervisor				Building Principal or Assistant Principal				If assistance was offered by someone else indicate for each category				Other
	76-77		78-79		76-77		78-79		76-77		78-79		
	RR	Q	RR	Q	RR	Q	RR	Q	RR	Q	RR	Q	
1. on teaching strategy, class organization, child background, academic materials re diagnosis and remediation.													
2. on transportation problems, e.g., late buses, parent complaints, etc.													
3. in contacting parents, developing IEP's, arranging reevaluations of pupils and providing background information on pupils in my class.													
4. on setting up class - obtaining space, equipment, materials, supplies.													
5. in providing information about professional materials, programs, meetings, courses, curriculum guides.													
6. with pupil management problems, e.g., excessive absence, disruptive behavior, fighting, withdrawing etc.													
7. in providing support services.													

9. List below the three most difficult problem areas for you this year:

A.

B.

C.

10. Is it your general impression that Special Education services have: (a) improved markedly, (b) improved somewhat, (c) not changed, (d) deteriorated somewhat (e) deteriorated markedly since the 1976-77 school year.

If you have some comments to make please write them below:

Thank you for your time and help

SUPERVISOR QUESTIONNAIRE

This questionnaire has been designed to obtain information from you and your collegues about supervisory duties and responsibilities. We have discussed this study with personnel in the Bronx Regional Office, at DSEPPS Central and with the DSEPPS Bureau chiefs. All have agreed that this study is important and timely and they agreed with us that supervisory personnel have a great deal of relevant and useful information. We hope you will agree to complete the questionnaire. It should not take more than 20 minutes for you to complete the questions.

We appeal to you for your help! Please be as candid as you can . No individual's responses will be revealed, and all data will be treated as an aggregate so that no person can be identified.

Please note that some questions request information dating back to 1976-77. If you were not a DSEPPS supervisor at that time, please leave spaces blank.

We thank you for your cooperation and should you have any questions please feel free to call us at 790-4549.

Marvin Taylor
Lee Ann Truesdell
CASE
CUNY

November 1978

SUPERVISOR QUESTIONNAIRE

1. Please list all New York City or New York State Certificates and/or licenses you currently hold. Give date of obtaining certificate or license. In column 3 please indicate whether licensed and/or certificate is provisional or permanent.

Teaching Certificates and/or City licenses	Date of Document	Provisional or Permanent

2. Were you a supervisor in 1976-77?

Yes_____ No______

If not please indicate what positions you held in 1976-77 school year.

If you were not a DSEPPS supervisor in 1976-77 please skip to question 5.

3. What bureau were you associated with in 1976-77?

4. A. How many teachers were you assigned to assist in 1976-77? ____________

B. On the average, how often in a month did you observe/assist/ talk to a teacher?

5. What schools are you serving as a supervisor this school year?

6. A. How many teachers have you been assigned to assist this school year? ____________

B. On the average, how often in the month of October 1978 did you observe/assist/talk to a teacher? ____________

7. On the next page are listed some activities which might be performed by a supervisor. For the present year and for 1976-77 school year, please rate the frequency of these activities. Use the scale provided on the next page. In the last column please indicate how adequate you feel your preparation is to offer assistance to Special Education teachers who teach in programs which were not previously part of the DSEPPS bureau with which you were assigned.

7. (cont)

For example, you would rate the frequency of an activity in 1976-77 and 1978-79, on the average, for all teachers assigned to you and then you would rate how adequate you feel you are to offer assistance to a teacher of a program which was not part of your Bureau in 1976-77.

Frequency Scale

0 - Never
1 - Once a year
2 - Once a semester
3 - Once a month
4 - Once a week

Adequacy Scale

0 - Totally unprepared
1 - Unprepared
2 - Prepared but need lots of help
3 - Well prepared
4 - Very well prepared

Activities	Frequency 1976-77	Frequency 1978-79	Adequacy
1. Discussed teaching strategy, class organization, child background, academic materials re diagnosis and remediation.			
2. Handles transportation problems, e.g., late buses, parent complaints, etc.			
3. Helped teachers in contacting parents, developing IEP's, arranging reevaluations of pupils and providing background information on pupils in my class.			
4. Helped teachers in setting up class - obtaining space, equipment, materials, supplies.			
5. Helped teachers in providing information about professional materials, programs, meetings, courses, curriculum guides.			
6. Helped teachers with pupil management problems, e.g., excessive absence, disruptive behavior, fighting, withdrawing, etc.			

8. List below the three most difficult problems you are facing/expect to face this year:

A.

B.

C.

9. Is it your general impression that Special Education services have _______________________ since the 1976-77 school year?

A. improved markedly
B. improved somewhat
C. not changed
D. deteriorated somewhat
E. deteriorated markedly

10. If you wish to write comments, please do so below.

Thank you for your time and help.

Contact, Unit or Crisis Teacher Questionaire:

This questionnaire has been designed to obtain information from you and your colleagues about teaching children with handicapping conditions. We have discussed the study with the UFT, with the Bronx Regional office and with various DSEPPS bureau chiefs. All have agreed that this study is important and timely and they agreed with us that the teachers working with children with handicapping conditions were a crucial and significant source of information.

We appeal to you for help. We have designed this questionnaire to take as little of your time as possible and we estimate that you can respond to it, on the average, in about a half-hour.

Your school was selected at random to be included in this study and all the DSEPPS personnel are being asked for their help. Please be assured that your responses are not identifiable, nor would we wish to identify any individuals. All responses are completely confidential and no person(s) will be identified or affected in any manner. We are concerned with group data. Please answer the questions as candidly and openly as possible.

Please note that some of the questions call for answers that would make you think back to 1976-77. If you were not working with Full Time in DSEPPS classes in 1976-77 please leave those questions blank.

We thank you for your cooperation and should you have any questions please feel free to call us at (212)790-4549.

Marvin Taylor
Lee Ann Truesdell
Center for Advanced Study in Education
City University of New York

November 1978

1. Please list all New York City or New York State Certificates and/or licenses you currently hold. Give date of obtaining certificate or license. In column 3 please indicate whether licensed and/or certificate is provisional or permanent.

Teaching Certificates and/or City licenses	Date of Document	Provisional or Permanent

2. A. Did you work for DSEPPS in the 1976-77 school year?

Yes_____ No_____

B. If yes, please indicate Borough and type of position(s) and dates of service if you had more than one placement.

Borough	Type of position(s)	Dates of Service

3. Please fill in information requested below about your present position.

Borough	School	Position(role)

4. What are your main functions and duties in relation to:

A. Students

B. Paras

4. What are your main functions and duties in relation to:

C. Teachers

D. Principal or Asst. Principal

E. Special education supervisor

5. Please check if students from your program attended classes with children from other special education programs.

Please describe briefly:

1976-1977______

1978-1979______

6. A. How often did you meet with your supervisor in 1976-77 ____________________

B. How often have you met this year ____________________

7. On the following page are listed some activities which might be performed by a contact, unit, or crisis intervention teacher. For the present year and the 1976-77 school year, please rate the frequency of these activities on the following scale:

7. (cont)

Frequency Scale

0 - never
1 - once a year
2 - once a semester
3 - once a month
4 - once a week
5 - once a day or more

I carried out the following activities:	1976-77	1978-79	Comments
1. Discussed teaching strategy, class organization, child background, academic materials, diagnosis and remediation with special education or classroom teachers.			
2. Handled transportation problems e.g., late buses, parent complaints, etc.			
3. Helped teachers in contacting parents, developing IEP's, arranging reevaluations of pupils and providing background information on pupils in my class.			
4. Helped teachers in setting up class - obtaining space, equipment, materials, supplies.			
5. Helped teacher by providing information about professional materials, programs, meetings, courses, curriculum guides.			
6. Helped teachers with pupil management problems, e.g., excessive absence, disruptive behavior, fighting, withdrawing, etc.			

8. List below the three most difficult problem areas for you this year:

A.

B.

C.

9. Is it your general impression that Special Education services have: (a) improved markedly, (b) improved somewhat, (c) not changed, (d) deteriorated somewhat (e) deteriorated markedly since the 1976-77 school year.

If you have some comments to make please write them below:

Thank you for your time and help

APPENDIX C

Sample Procedure

Sample Procedure

The sampling procedure utilized in a study is one of the crucial determinants of the external validity (generalizability) of that study. We were aware that the sampling design needed to be sensitive to a variety of factors. We selected a variation on a random stratified sampling procedure as the most appropriate way to obtain data in the most parsimonious fashion. The study was initiated as an investigation of the Bronx Regional Office. As such, we planned to do extensive sampling of school personnel and others in the Bronx. We soon became aware that the study would be richer, and more interesting, if we developed mechanisms by which we could obtain data from other parts of the city. Hence, we decided to constuct a sampling design for the Bronx and then to apply it in Brooklyn and Queens.

In order to describe the organization of special education in the Bronx, we constructed a model based upon the numbers of children served in various categories of handicapping conditions at each school level in each of the six community school districts. Based upon information provided by the Bronx Regional Office we constructed a model by school level and program of percent of total children served in various schools and off-site centers in the Bronx (see Table Cl).

Table C1

Comparison of Percent of Classes Included in Random Sample and Empirical Model in Three Boroughs (Source of Data: Bronx Regional Office and DSEPPS Central Office)

School Level	Program	Bronx Sample	Bronx Emp.	Brooklyn Sample	Brooklyn Emp.	Queens Sample	Queens Emp.
Elem.	BEPH	41	44	42	7	42	53
	BCRMD	32	27	51	28	39	24
	BEEH	16	16	6	25	18	23
	Misc.	09	12	-	-		
Subtotal		37	50	53	63	65	59
JH/IS	BEPH	46	44	54	40	80	52
	BCRMD	30	32	13	27	0	21
	BEEH	20	21	33	33	20	27
	Misc.	4	3	-	-		
Subtotal		27	20	36	23	20	22
H.S.	BEPH	69	55	57	48	50	62
	BCRMD	15	22	43	19	25	13
	BEEH	15	24	0	33	25	25
	Misc.	0	0	0	0	0	0
Subtotal		13	13	11	13	16	19
Off Site		23	17	-	1	-	0
Total N		76	767	66	976	51	600

The school was selected as the basic unit of investigation. Based on the time constraints imposed upon the study, we decided to select for study approximately twenty-five schools in the Bronx. The elementary schools within each district were arranged in a frequency distribution based on the total number of classes serving children with special needs. The median value for number of classes in a school for each district was calculated and one school from above the median and one from below were selected at random. Similarily the median value for junior high schools (I.S. schools) was calculated and one school from those above each district's median was selected at random. Four high schools were selected at random, as were off-site centers.

In total, twelve elementary schools, two from each of the six Bronx districts; six junior high schools, one from each district; four high schools and three off-site centers (an OTC center, and two centers for the multiply handicapped) were selected. Referring to Table C1 it may be observed that use of the random selection procedures described above resulted in a model which reasonably approximates the distribution of special education classes in the Bronx.

In Brooklyn and Queens we calculated the proportion of special education children to non-special education children being served in every district. The median proportion in each district was calculated and one district from above the median proportion and one from below that value in each borough was selected at random. Again based upon time constraints, we decided to visit three schools in each district, two elementary schools and one junior high school. All were selected at random utilizing procedures described above. In addition, one high school in each borough was selected at random. We obtained data in seven schools each in Brooklyn and Queens, three from each of two districts and one high school. In sum, we obtained data from 39 school sites in the three boroughs. (In Appendix E is listed the schools visited and the types of classes in each school.)

Having selected the school as the basic source of data, interviews were arranged with the principal of every school, and with two teachers and two parents of children in special education classes selected at random. The parents who were interviewed were selected at random from the population of special education students attending the school. Several characteristics of the parent group interviewed precludes this sample of parents from being representative of the population of parents of special education students in New York City public schools.

First, these parents all had telephones and could reach the public school either by car or public transportation. Second, they agreed to be interviewed. We do not know how many parents were called and refused to be interviewed. It appears that these parents represent those special education students who are moderately or severely handicapped.

In addition, we interviewed the community school district superintendents (or their designees) in each of the ten districts (six in the Bronx and two each in Brooklyn and Queens), all DSEPPS Bureau chiefs, the executive directors of DSEPPS, the Assistant Superintendent for DSEPPS, all supervisors in the Bronx and those in the four Brooklyn and Queens districts included in the study, all BRO senior administrative personnel, teacher and administrator union officials assigned to the Bronx and to special education, and leaders of parent and other advocacy groups. Wherever selections were to be made they were made on the basis of random procedures with the exception of the parent and advocate groups where we attempted to speak to the most active and largest groups.

In addition to the in-person interviews, we presented questionnaires to each special education and contact teacher in every school selected for study. All supervisors also received a questionnaire to complete in addition to their interviews. The actual number of individuals interviewed is presented in Table 1.4 and the number of questionnaires distributed and returned are presented in Table 1.5.

Finally, the investigators were called by or received letters from teachers, parents, principals and members of groups who had not been contacted by the team. Whenever any of these individuals wished to be interviewed, we did so. In this manner we heard from individual and groups who were both opponents and protagonists of regionalization.

Table C2

Number of Persons Interviewed by Group

Groups	Number of Interviews
Teachers	74
Principals	41
Union Officials	4
Bureau & BRO Chiefs	6
Parent Advocates/Agencies	19
BRO Personnel	5
Dist. School Board Member	1
School Superintendents	10
Central Office Executives	3
Supervisors	26
Parents	49
Others	12
Total	250

Table C3

Number of Questionnaires Distributed and the Number and Percentage Returned by Group

	Number Distributed			Number Returned			Percent Returned		
	X	K	Q	X	K	Q	X	K	Q
Teachers	199	68	52	137	13	29	69	19	56
Contact Teachers	36	8	14	28	3	7	78	37	50
Supervisors	16	5	5	13	3	5	81	60	100

APPENDIX D

School Sites

Bronx, Brooklyn and Queens Schools Selected at Random Selection

BRONX

District	School Number	Level	District	School Number	Level
7	P.S. 29	Elem.	10	P.S. 86	Elem.
	P.S. 157	Elem.		P.S. 94	Elem.
	I.S. 155	Inter.		J.H. 118	JHS
8	P.S. 14	Elem.	11	P.S. 97	Elem.
	P.S. 140	Elem.		P.S. 160	Elem.
	I.S. 52	Inter.		I.S. 144	Inter.
9	P.S. 90	Elem.	12	P.S. 92	Elem.
	P.S. 42	Elem.		P.S. 234	Elem.
	J.H. 148	JHS		J.H. 158	JHS
78 High School Division			75 Off Site		
	Kennedy	H.S.		(2) Multiply Handicapped Center	NA
	Lehman	H.S.			
	Roosevelt	H.S.		O.T.C. - 721x	NA
	Truman	H.S.			

BROOKLYN / QUEENS

District	School Number	Level	District	School Number	Level
16	P.S. 335	Elem.	24	P. 87	Elem.
	P.S. 21	Elem.		P. 91	Elem.
	P.S. 324	Elem.		J. 93	JHS
18	P. 115	Elem.	26	P. 26	Elem.
	P. 242	Elem.		P. 173	Elem.
	P. 211	Elem.		J. 158	JHS
78 High School Division					
	Madison	H.S.		Far Rockaway	H.S.

APPENDIX E

National Advisory Panel for Special Education

National Advisory Panel for Special Education

Marybeth Fafard	University of Wisconsin, Milwaukee
Jay Gottlieb	Northern Illinois University, Chicago
Cheryl Hayes	National Academy of Science, Washington, D.C.
Bob Herman	Bureau of Education for the Handicapped
Reginald Jones	University of California Berkeley
William Malloy	Milwaukee Public Schools
Maynard Reynolds	University of Minnesota
David Riley	The Boston Project
Jane Stern	Advocates for Children, New York City
Lisa Walker	Institute for Educational Leadership, Washington, D.C.

APPENDIX F

Responsibilities of Special Education Supervisors Assigned to Field Offices

BOARD OF EDUCATION OF THE CITY OF NEW YORK
110 LIVINGSTON STREET, BROOKLYN, N.Y. 11201
DIVISION OF SPECIAL EDUCATION AND
PUPIL PERSONNEL SERVICES
596-4724

JOYCE R. COFFIN
ASSISTANT SUPERINTENDENT

Responsibilities of Special Education Supervisors Assigned to Field Offices

Supervisors of special education have been assigned to offices in Community School Districts to provide on site supervision of special education classes, teacher training and assistance with curriculum development. It is expected that every supervisor will maintain a regular schedule of visits to the schools to which he/she is assigned.

As previously announced, every supervisor has both vertical and horizantal assignments. A copy of the horizantal assignments for every supervisor -- i.e. the individual school assignment for each supervisor -- has been distributed to every supervisor and community superintendent.

A supervisor is to supervise all special education classes in the schools to which he is assigned. His responsibilities will include:

1. Review of I.E.P.s for every class or program in his assigned schools.
2. Inspection of planbooks and assistance with lesson planning and classroom management.
3. Assistance in the selection and ordering of appropriate classroom supplies and instructional materials.
4. On site visits to classrooms to conduct formal and informal observations.
5. Individual conferences with special education teachers on such matters as problems with individual pupils, improvement of instruction, class control, classroom arrangement and tidiness.
6. Joint visits with school supervisors to classes.
7. Joint program of teacher training with school supervisors.
8. Collection of data and information from special education teachers including accurate register reports, pupil discharge and admission.
9. Notification to Bureaus, Administrative Units and Committees on the Handicapped when new entrants fail to appear; maintain liaison with Bureau of Attendance's Special Education Unit when pupils are truant or long term absentees.

10. Attendance at Principals' Suspense Conferences -- if such conferences become necessary -- as a representative of Special Education.

11. Coordination of space arrangements with DSEPPS Office of Special Education.

12. Supervision of Title 1 program sponsored by the Division of Special Education.

A weekly schedule is to be submitted by each supervisor to his Bureau on the Thursday preceding the week of service. Copies of the weekly schedule are to be posted in each supervisor's field office. The first schedule is due in the Bureau Office on Thursday, October 5, 1978.

In accordance with the Division of Special Education, each supervisor is to use a time clock to record his daily arrival and departure time. If the supervisor goes directly to one of his assigned schools from home, he is to clock in at that school. If he goes directly to his field office, he is to clock in using the time clock in the school facility in which his office is located. A time card (for which the individual will be held responsible) will be distributed to every supervisor.

In cases where a time clock is unavailable, the supervisor is to maintain a time sheet recording daily the exact time he arrives and departs. The unavailability of a time clock is to be reported in writing immediately to Mr. Stanley Zahner with a copy to the Bureau Director.

Time cards and time sheets are to be submitted monthly by each supervisor to his Bureau.

Supervisors are to confer regularly with the principals of their assigned schools or with the principals' designees to discuss items of mutual concern. These conferences should be held at least once per month.

The entire team assigned to the district should confer with the community school district superintendent as a group on a monthly basis. Arrangements to meet with the high school superintendents or their designees should be made as well.

Supervisors will be required to submit monthly reports of their activities to Bureau directors. Copies of the Reporting Form will be distributed to supervisors under separate cover.

Special education supervisors will be reporting to central headquarters approximately twice each month for inservice training and Bureau conferences. Generally, Bureau conferences will be held on pay days. In addition there will be some training sessions in the fall term to prepare supervisors for their cross-categorical assignments.

Finally, the responsibility for the supervision of the supervisor remains with the Bureau Director. The Supervisor's personnel records are maintained by the bureau and his rating given by the bureau director. The responsibility for making assignments to supervisors rests with Division of Special Education in consultation with the Bureau director. However, community superintendents and high school superintendents should feel free to confer with Bureau directors or the assistant superintendent of the Division of Special Education and Pupil Personnel Services concerning any matter pertaining to supervision of special education programs.

APPENDIX G

IS 192X - A Learning Center in the Bronx

I.S. 192x - A Learning Center in the Bronx

The Bronx Regional Office advocates a cross-categorical model for teaching, as well as for supervision. In this model students are grouped for instruction according to learning needs rather than handicapping condition. There are two schools in the Bronx where special education teachers of different Bureau programs have organized their students by grouping them for academic subjects by ability and learning modality rather than by their special education category. At the request of John Reehill, we visited one of these schools, I.S. 192, and interviewed two teachers, two parents, and the principal and distributed and collected questionnaires from the special education faculty. This learning center is located in the same building as the Bronx Regional Office. Many of the staff of the BRO were previously teachers and coordinators of the NIEH classes in this center. They initiated efforts toward teaming and departmentalization among the special education teachers during their tenure at I.S. 192 with the result that the present staff works as a team planning together and organizing students cross-categorically for instruction in academic areas.

Teachers at I.S. 192x who were interviewed said that the principal was very supportive of special education and that the teachers of regular classes cooperated with them in efforts toward mainstreaming. One teacher said that 32 of the 86 special education students (38%) participate in some mainstreaming. This represents a far greater percentage of mainstreamed students than exist in other special education student populations. Teachers acknowledged that they receive sufficient assistance with problems because the BRO is located in the same building. They indicated that their supervisor visits them weekly and responds to requests for assistance very rapidly. But, like other teachers in other schools, their major concern focused on the lack of support services and the increased number of students in their classes.

Parents are pleased with their children's school experiences at I.S. 192x. The responses of the two parents who were interviewed do not differ from what the sample of parents said who were selected at random for this study. Their greatest concern was the lack of support services available to their children and the quality and efficiency of the evaluation and placement process.

APPENDIX H

Recommendations of John Reehill

Board of Education of the City of New York
Division of Special Education and Pupil Personnel Services
BRONX SPECIAL EDUCATION REGIONAL OFFICE
I.S. 192 - 650 HOLLYWOOD AVENUE, BRONX, NEW YORK 10465
Telephone: 822-5777

JOHN REEHILL
Director

ASSISTANT DIRECTORS
Meyer Lieman
Elaine Vaughan

December 18, 1978

Dr. Marvin Taylor
CASE/CUNY
33 West 42nd Street - Room 1222
New York, New York 10036

Dear Dr. Taylor:

Thank you for the opportunity to provide suggestions and recommendations with respect to the pilot regional program in the light of its operations since its establishment on October 3, 1977. It is felt that the evaluation report will adequately indicate the strengths and/or weaknesses of regionalization. It is also felt that the recommendations contained herein will indicate a path or direction in which the regional project can travel as a more effective and efficient vehicle with respect to the improved delivery of instructional services.

If the Bronx were treated as a separate city, it would be the sixth largest city in the United States of America. This single, but vitally important demographic statistic, highlights the magnitude of the population of the Bronx region. This also reflects itself in the size of the special education pupil population in the Bronx region: more than 10,000 children from pre-school through post-secondary school attending an extensive range of special education classes and programs. In addition, 95% of the children currently in attendance in special education classes and programs in the Bronx are children from a minority group heritage. These two salient characteristics of the Bronx region, the size and ethnic composition of the special education classes and programs, highlight the magnitude of the commitment necessary to provide an optimal special education experience for these handicapped children.

The Bronx pilot program for regionalization was such a commitment and reflected the desire to provide the Bronx region with the most efficient and effective and meaningful educational experience available.

However, the pilot program was established during a time of budget cuts which resulted in increased class sizes, fewer teachers, less monies for supplies and larger teacher to supervisor ratios, thereby limiting the amount of supervisory time available to the classroom instructional staff. This was the climate and atmosphere at the time of regionalization's commencement.

Nevertheless, the Bronx regional project not only was established, it was effectively implemented and maintained so as to provide the means for an improved delivery of instructional services to the handicapped children in the Region. The conduct and operation of the Bronx regional project since its establishment have resulted in a number of concerns which have been translated into recommendations. These recommendations are based upon involvement and consultation with parents, children, teachers, supervisors, principals, community superintendents, college professors of special education and concerned citizens. While listed numerically, they do not necessarily indicate a priority order.

Recommendations

1) The Bronx Regional Office, representing at least 23% of the children serviced by the Division of Special Education, has consistently felt that it has not been alloted a reasonable and fair proportion of the Division's resources with respect to personnel. This includes classroom instructional and supportive personnel, administrative and supervisory personnel. This office feels that an audit, an intensive survey of the Division's allocation procedures, will substantiate this office's contention that the Division's resources have not followed the children, but have been distributed in a manner and formula indicating a policy which has had the result of depriving the Bronx Region of its proportionate share of the Division's personnel resources.

2) There are currently a significant number of interim-acting supervisors who have been performing yeoman service for many years. Some of these interim-acting supervisors have been active in the position for as long as six consecutive years; some of these interim-acting supervisors have for several years been active in the position while still receiving teachers' salary. Both groups of interim-acting supervisors, those receiving supervisors' salary and those still receiving only teachers' salary, are suffering a serious morale problem and have expressed serious concerns and discouragement over the Board's failure to correct an inequitable situation. A Board resolution was passed providing the Educational Administrator series to be paid retroactively. That an incongruity exists is to beg the question. This office believes that in view of the outstandingly satisfactory and effective supervisory service the interim-acting supervisors have been providing, they should all be "grandfathered" into the position and all should be paid supervisory salary, and those who have not been receiving supervisors' salary, should be paid such salary retroactively. Common decency and justice demand no less.

3) In order to provide effective field supervision, which includes the time needed to visit the many sites where classes are located, the time needed to provide observation lessons to help improve classroom instruction, the time needed to provide the supervisor's input into improving teacher competence and the time needed to meet with and work with teachers, parents, principals and community agencies, it is recommended that there be one supervisor for every cluster of 30 to 35 special education classes. This cluster of classes

would encompass between 400 and 500 children and would have from 50 to 55 classroom instructional and supportive staff members under the responsibility of the field supervisor. While this is not what current thinking would characterize as an optimal ratio, it is felt that it is a ratio that is viable and can permit the supervisor to have an impact on the instructional program and staff training.

4) In order for the Region to properly discharge its responsibilities, it is felt that the Region should be provided with its own personnel and supply budgets. Accountability is a two-way avenue: to be held accountable, one must be provided with the authority and responsibility for the personnel and financial resources. Not to be given such authority is to limit the degree of accountability that one can be charged with. It is felt that the Bronx Region should be accountable and should be provided with its own personnel budget and with its own supply budget so as to set priorities with respect to assignment of personnel and disbursement of supply funds.

5) School psychologists, school social workers and teachers of speech improvement working with children receiving special education services in the Bronx Region currently are not under the jurisdiction of the Bronx Regional Office. These Bureau employees still report to and are under the jurisdiction of the Bureau of Child Guidance and the Bureau for Speech Improvement. The Bronx Regional Office has practically no input or involvement with respect to their assignment nor as to the priorities that should be established in terms of providing these clinical and speech services. It is felt that all such clinical and speech services and the personnel delivering such services should be under the jurisdiction and authority of the Bronx Regional Office in terms of their assignments and the priorities for providing such services. There is an inconsistency in charging the Bronx Regional Office with responsibility of providing instructional services and yet limiting this office as to its authority with respect to personnel providing some of the services involved in the instructional program. This is reflective of the past-oriented fragmented approach to providing services rather than a unified inter-disciplinary team approach so that the administrators of a program can marshal, be responsible for and be accountable for the allocation and assignment of personnel.

6) There are a number of clerical and secretarial staff members in the Bronx Regional Office who are involved, some partially, some completely, with the accumulation and record keeping of information and data with respect to personnel, supplies and pupils in the Bronx Region. In this electronic age with the available sophisticated computer equipment, the procedures in the Bronx Regional Office for recording and retrieving data can only be characterized as primitive. And, the cost effectiveness index is probably a high minus factor. It is felt that an information and data accumulation and retrieval system using currently available electronic computer equipment would probably be moderate in cost at the initial level of installation and highly cost effective with increased use and application. Further, it would

provide very high-level accuracy and reliability in terms of the data retrieved and would unquestionably expedite decision making and program planning becuase of its speed and reliability.

7) Module V-B funds are provided to community school districts to cover the costs of preparation period coverage for special education personnel. This office feels that these funds would be better distributed if they were given directly to the Division of Special Education. This would enable the Region to provide enrichment programs in music, art, adapted physical education and motor training, home economics, industrial art experiences and many other educational opportunities -- all at no additional cost. This would all be possible through a more efficient and effective and judicious use of the Module V monies. Also, this office feels that the high school district should receive Module V funds to provide for coverage. The high school district currently does not receive such funds, nor does it receive the $200 a year per special education child that the community districts receive. It is felt that this inconsistency, and inequality, is hard to justify.

8) The Bronx Regional Office should have its own parent advisory group that would be permitted to meet in the Bronx to evaluate and voice approval of reimbursable programs. Currently, Bronx parents must go to 110 Livingston Street to have input into DSEPPS activities. It has been reported that most of the parents find the trip intolerable, the atmosphere alien and unsupportive, and frequently hostile. If the parents were permitted to meet in the Bronx, the time would be more flexible, including evening meetings. The atmosphere would be supportive, the attitude encouraging and the response, it is felt, overwhelmingly favorable.

9) There should be only one license for special education: Teacher of the Handicapped. This would be in compliance with the State Education Law and reflect the training and skills that are necessary and essential to the position. Currently, the license that is most commonly held in the Division (Health Conservation) requires a kindergarten to sixth grade experience only. Thus, a teacher with junior and/or senior high school experience is ineligible for the position. Yet, more than half of the special education classes in the Bronx are on the secondary level. Also, there should be only one license for Supervisor of Special Education and Assistant Director of Special Education, not the many different ones that currently exist.

10) This office believes that the title "Principal" should not be used in the Division of Special Education, but, instead, Assistant Director. This would result in personnel working an eleven-month calendar, 9 to 5 day, instead of a ten-month calendar, 8:30 to 3:00 day that exists for principals. It is felt that the assignment of personnel in the Division under the title "Principal" is not cost effective, is not warranted and is of no advantage to the Division. The Division would be in a more favorable budgetary position through the use of Assistant Director positions than through Principal positions.

11) The Bronx Rregional Office has been assigned the responsibility for the direction, administration and supervision of special education classes and programs in the Region. This includes, to a limited degree, the assignment of pupils to classes and programs. Currently, the Committee on the Handicapped has the authority and jurisdiction for the admission, discharge, transfer and assignment of pupils to special education classes and programs. The inconsistency of fragmenting an operation that should be unified and uniform in direction, has posed frequent and significant problems. It is felt that it is long past a decision with respect to correcting this ineffective and frequently inefficient method of functioning. This office is suggesting two possibilities that it is felt would help to improve the admission, discharge, transfer and assignment of children to special education programs: (1) the Committee on the Handicapped should be immediately regionalized or (2) the Central Intake Office of the Bronx Regional Office and the Pupil Transportation Office in the Bronx Regional Office should be immediately transferred and placed under the jurisdiction and authority of the Committee on the Handicapped. This office believes that either of the foregoing two choices would be a tremendous step toward improving the Regional special education operation.

12) This office feels that the procedure of banding together itinerant 600 School classes into a school table of organization should not exist and should be discontinued where it currently does exist. Those buildings that are in effect 600 Schools for an entire building are an understandable program, but those groups of scattered classes currently listed as "600 Schools" are hard to justify. When classes are organized as part of a school in isolated buildings, contractual agreements provide eight preparation periods and five administrative periods. If these classes were organized as classes, they would be supervised by a supervisor, not a principal, and the teachers would receive only five preparation periods. This would result in an enormous saving of money for the Division of Special Education, in addition to improving the quality and character of the instruction given to the children.

13) Drug programs should be separatedfrom the Division of Special Education inasmuch as the children in attendance in these programs are not handicapped children and do not go through the Committees on the Handicapped for evaluation and placement. This office believes that while these youngsters need and are entitled to some special services, it should not be the Division of Special Education that should be providing such services, but rather another office of the Board of Education.

14) The Learning Center approach with respect to the instructional program for handicapped children is a cross-categorical and inter-disciplinary team approach that provides opportunity for the staff to work together for the benefit of the children. This team approach has had outstanding results and success in the past with handicapped children and is currently being successfully used and adapted in the Bronx Region. It is felt that

the Learning Center approach and methodology should be the standard instructional approach the instructional staff uses with adaptations and variations depending upon the class and pupil population.

15) Matrons who serve on school buses transporting handicapped children should be required to work in school buildings after the children have been brought to the schools. This would provide extra personnel for security, monitorial tasks and lunchroom supervision. Presently, these matrons are free for most of the day. If they were to be used in schools, they would help to reduce the Division's personnel costs and would have a positive input with respect to the instructional program for the children.

16) The instructional program for the handicapped has as its basis two important factors: an appropriate curriculum and a staff trained and prepared to implement the curriculum. Commitment to providing a meaningful education to these handicapped children also implies a commitment to developing and providing a meaningful curriculum and a staff prepared to implement the curriculum. This office is recommending the allocation of sufficient funds so that (1) personnel can have adequate time and facilities to continue to develop a curriculum for all of the handicapped children it is responsible for from pre-kindergarten through post-secondary and (2) that staff training for all instructional and supportive and supervisory staff members can continue at a level that will help to maximize the personnel assets that exist within the Region so that the children will have the optimal level of personnel providing instructional services for them.

17) The Special Education Instructional Materials Center is a city-wide Division program with a budget that assumedly was to provide funds for the SEIMC program on a city-wide basis. The Bronx is responsible for 23% of the Division's pupil population. Yet, the Bronx has received no portion of the funds alloted to SEIMC. This places the Bronx Region at a significant disadvantage in its efforts to provide a Special Education Instructional Materials Center for the Bronx Region. This office is recommending that just as the SEIMC program was regionalized, the budget for SEIMC also be regionalized and that the Bronx Region be alloted its proportionate share of the funds so that the Bronx Region can maintain a SEIMC at a functioning level for the Region.

18) As a result of the Bronx Region's pilot project for establishing a successful program of affirmative action, more than 30% of the Bronx Regional Office supervisory staff is composed of minority group members. It is felt that the Division of Special Education could well emulate this action and could improve minority group representation throughout the Division.

19) As a result of the Bronx Regional Office's review and screening of the children and the evaluation records of the children admitted to special education programs, it is felt that there possibly exists a less than rigorous and definable standard or criteria for the assignment of children to many special education programs. This office is recommending a very serious and comprehensive review and analysis of the admission criteria for all special education programs in order to clearly and definitively state the standards by which children are admitted to special education programs so that any vagueness or inconsistencies may be eliminated.

20) One of the sources of strength in the Bronx Region's instructional program has been the curriculum and program developed for special education high school students. This curriculum and instructional program initiated, developed and implemented by the Bronx Regional Office for special education students in attendance in the Bronx High Schools has been a meaningful and effective vehicle for the education of these handicapped youngsters. It is a detailed, comprehensive and full curriculum which provides a range of instructional experiences to meet the needs of the handicapped youngsters in the Bronx High Schools. Attached is a copy of this instructional program. This office, on the basis of the results to date with respect to the use of this program, earnestly recommends that this program be adapted and used on the intermediate and junior high school levels in the Bronx Region. Further, it could well be the prototype for the secondary school curriculum and program that the Division of Special Education could use throughout the entire city.

In retrospect, the establishment of the Bronx regional project has been a dramatic and profound change in the manner in which special education services have been directed, administered and supervised in the Bronx Region. Much of the success of this project to date can and must be attributed to the support given by the Division's leadership, by the Central Board, and by community residents and the school staffs. The above listed recommendations indicate the soul searching and the personal self-criticism the Bronx Regional leadership has undergone in terms of further upgrading and improving the conduct and operation of the Bronx Regionalization project. This office looks to the future not only with faith and hope, but with the firm conviction that the commitment all have made to the handicapped youngsters will continue to be honored.

Very truly yours,

John Reehill

JOHN REEHILL
Director

JR:ib

Att.

APPENDIX I

Impact of the New State Regulations on Mainstreaming

Public
Education
Association

20 West 40th Street
New York New York 10018
212 354-8100

MEMORANDUM

TO: Jeanne Frankl, Director, PEA Education Rights Project

FROM: Carol Ziegler & Bob Peck

DATE: January 15, 1979

You asked us to describe the nature of any limits that the New York State Education Commissioner's Regulations, Subchapter P, Part 200 (Handicapped Children), impose on the use of mainstreamed placements for handicapped students, including, but not limited to, resource room instruction, and to assess this in relation to the City Board's ability to obtain State Special Education formula funds for the operation of such less restrictive placements.

A detailed analysis of the extent to which implementation of state aid and federal revenue provisions will actually affect the development of mainstreamed programs must await further research. As you know, Lynne Weikart of City Council President Bellamy's staff intends to undertake some of this work. A copy of that study's "Project Summary," dated December 21, 1978 is attached. In this memorandum, we have reviewed current state law and rule restrictions and have concluded that a well-planned and orderly introduction of mainstreaming in the New York City public schools is consistent with, indeed mandated by, the regulatory and fiscal scheme.

Analysis indicates that under the New York State Education Commissioner's Regulations:

1. School districts may use resource programs in lieu of or supplementary to special class placements to serve handicapped children when such "instructional service options" are consistent with the nature of the child's capabilities and individual needs without regard to the handicap or severity of handicap classification of the child (§200.1(d)(t); 200.2; 20014(c));
2. School district entitlements to apportionment for severely handicapped pupils and for pupils with handicapping conditions do not depend on the placement of such children in special classes but instead may be expended for less restrictive placements (ie., resource programs) provided that such programs are "educationally advantageous" in that it is "designed to achieve educational objectives which are consistent with the handicapping conditions of the pupils served" and further provided that "expenditures are directly related to such activities and services." (§200.2(c)).

In contrast to its predecessors, the Commissioner's Regulations clearly state that "unless a student's handicapping condition requires special classes, the student shall be educated in regular classes with appropriate supportive supplementary assistance." (§200.4(a)(2)). This provision makes no exception for any category of handicapped child, basing placement only on need and establishing a presumption in favor of mainstreaming.

The definitions of "handicapped child" and of "special education" in the Regulations further support this view. These definitions provide:

> A handicapped child means a person under the age of 21 who... can receive appropriate educational opportunities from special services and programs to include but not limited to, transportation, special classes, part-time programs, resource programs, alternate learning centers, home instruction and special teachers;
>
> §200.1(a)
>
> Special education means specifically designated instruction at no cost to the parent to meet the unique needs of a handicapped child, including special class instruction, resource program instruction, instruction in physical education and home instruction.
>
> §200.1(t)

Further definitions of both "severely" and "non-severely" handicapped children for purposes of state aid require only service in special education programs, not special classes as a condition for eligibility. (§200.2). Special class placement is authorized only for children with severe or multiple handicaps, and then only when no less restrictive placement is appropriate. §§200.4(a)(1)-(4).

Furthermore, the Regulations require that students placed in special classes be given "maximum opportunities for association with the non-handicapped community through shared instruction and the use of specialized public school facilities and programs." §200.4(a)(4). Thus, mainstreaming is mandated whenever it is appropriate to the child's needs.

It is equally clear that these broad mainstreaming provisions authorize its accomplishments through any means school officials deem appropriate. Rather than ordain that mainstreamin activities be accomplished through resource room programs, the Regulations permit local school authorities to be creative in providing an appropriate education in the least restrictive environment.

We understand certain DSE staff may have been led to believe that the use of mainstreamed resource programs is limited for purposes of state aid apportionment. However, such a view would in fact seriously offend the overall state regulatory scheme. As the preceding regulations make clear, the Commissioner has carefully provided for mainstreaming activities and removed any obstacles that may have once existed. For example, Section 200.4(d) contains specific provisions authorizing the use of resource programs for trainable mentally retarded, severely emotionally handicapped, and severely crippled, health-impaired children. However, that section is preceded in the regulations by a general provision regarding the use of resource programs whenever appropriate based "upon the nature of the child's capabilities and individual needs." §200.4(b). This prior provision controls the subsequent "specific" provision, which is inferentially of a more limited nature. §200.4(c).

While the new excess cost funding law makes substantial changes in the aid formula for certain childn, it is not a major obstacle to mainstreaming. Under the new law, codified at §3602(19), handicapped pupils "educated in special class or classes or school for the handicapped more than eighty percent of the school day...," excluding the educable mentally retarded and learning disabled, are eligible for excess cost funding. Students eligible for excess cost aid are ineligible for service program aid. A "save harmless" provision insures that no district will receive less aid this year than last due to the new formula. The new law is due to become null and void as of July 1, 1980 when it is anticipated that an entirely new law will be put in effect, though the ineligibility of the covered students for service program aid will continue beyond then.

The new formula is expected to more realistically, though not yet fully, fund those severely handicapped students who must remain in segregated settings. According to the SED's Dr. Robert Lamitie who is drafting the State's regulations to implement the excess funding law, the law was intended to equalize the aid formulas for upstate BOCES's and the special service students in the Big Five cities. Previously, the BOCES aid formula was more favorable than the one that funded special services students (those who could only be educated in special schools, settings or classes) in the large cities. Under the new law, no distinction is made between BOCES programs and those in non-BOCES jurisdictions. Additionally, the excess cost method brings these program close to a par with the full tuition provisions for students placed in private school programs.

Lamitie emphasized that the new regulations will be written to prevent the availability of excess cost funding from becoming an incentive to keep students in a more restrictive setting than appropriate. He stated that the eighty percent figure used in the law was chosen to encourage some amount of mainstreaming for even the most severely handicapped students. Furthermore, federal legal requirements and current state rules would be materially contravened by any attempt to deny qualified students mainstreamed placements in order to qualify for excess cost funding.

Thus, the new law should not affect those students who are the prime candidates for mainstreaming. These children will continue to receive a 2.0 weighting for state aid purposes. With this money, the city public schools should be able to begin an orderly and effective program of mainstreaming.

APPENDIX J

Distribution of Students by Handicapping Condition and Race

Each year the Office of Educational Statistics of the Board of Education, New York City collects census data from which one may extract the numbers and percent of students enrolled in Special Education programs and various alternative programs. The data are classified by Racial/Ethnic categories.

In Table 1 are presented data relevant to seven programs -- four special education and three alternative programs, and grand totals of each racial/ethnic group enrolled in all programs offered by the Board of Education.

There are 10,389 students placed in programs for the "Physically Handicapped" (which include the Brain Injured and/or Neurologically Impaired), 10,461 students in programs for the "Mentally Handicapped", 13,142 in programs for "Emotionally Handicapped" students, and 4,027 pupils who have been classified as "Multi-Handicapped". Of the students placed in the programs for the physically handicapped, 4,002 (38.5%) are Black, 2,836 (27.3%) are Puerto Rican and 3,551 (34.2%)are white. In this category the differences between the distribution of children by race as compared to the system as a whole are not great.[1] On the other hand, the data relevant to the emotionally handicapped and the mentally handicapped do show sharp differences. While 54.8 percent of those classified as "Emotionally Handicapped" are Black, 26.1 percent are Puerto Rican and 19.1 percent whites. Among those classified as "Mentally Handicapped", 48 percent are Black, 30.7 percent are Puerto Rican, and 21.0 percent white students.

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[1] On October 31, 1977, the New York City school system enrolled 394,849 Black (38.1%), 304,327 Hispanic (29.4%) and 306,118 whites (29.6%) students.

	School System As a Whole	Four Special Education Programs	Physically Handicapped	Emotionally Handicapped	Mentally Handicapped
Black	38.1%	47.5%	38.5%	54.8%	48.0%
Hispanic	29.4%	28.2%	27.3%	26.1%	30.9%
White	29.6%	24.3%	34.2%	19.1%	21.0%
Number of Children	1,036,234	38.019	10,389	13,142	10,461

In Table 3 the data are arranged to display the percent of students placed in a program as a function of their racial/ethnic grouping. The data provide a clearer focus on the racial factors which appear to run through the classification (labeling) system. While the absolute number of Black students (4,002) placed in the "Physically Handicapped" group represents the largest percent of students (38.5%) so classified, they represent only 22.2 percent of all Black students classified as needing special education. On the other hand, the number of white students (3,551) placed in this category represent 38.4 percent of all whites labeled as in need of special education. There is thus a 26.7 percent difference between the percent of whites and Blacks placed in the program for the "Physically Handicapped" favoring white students. Looking at the classification "Emotionally Handicapped", while 54.8 percent of all students classed Emotionally Handicapped are Black and only 19.1 percent are white for a difference of 48.3 percent, there is only an 18.8 percent difference if one examines the difference in the percent of Blacks (39.8) and whites (27.2) so classified as a function of the total number of members of the relevant racial/ethnic groups. Perhaps the most dramatic difference between Tables 2 and 3 is the change in perception one obtains by examining the data relevant to the category "Mentally Handicapped." In Table 2, one may observe that the Black students constitute 48% of students classified as mentally handicapped and that Puerto Ricans constitute 30.9 percent. When the percentage of students placed in this program is based on the total number of students from a specific racial/ethnic group classified as needing special education, one finds that only 27.8 percent of the total number of Blacks is classified in this category while 30.2 percent of the Puerto Ricans are so classified. It seems that the Puerto Ricans are more likely to be placed in this category than are Black students.

In order to determine if the difference observed in Tables 2 and 3 were statistically significant a 3x3 contingency table was created by combining the multi handicapped data with the "Mentally Handicapped" data. This was done because programs are administered by the same DSEPPS bureau. Utilizing the chi square technique for a 3x3 table the resulting chi square of 998.17 with 4 degrees of freedom is significant well beyond $P < .000$. There is obviously a relationship between program classification and racial/ethnic groups. Following the procedure developed by Kimball, as reported by Maxwell (Analyzing Qualitative Data, 1961), the 3x3 contingency table was partitioned into four 2x2 tables each with one degree of freedom. It is evident from the analysis that the greatest contribution to the relationship among racial/ethnic groups and special education placement is the relationship between EH and PH programs and Black - Puerto Rican students vs white students. The chi square of 713.88 clearly permits the rejection of a no relationship hypothesis. In sum, there are an over representation of Black and Puerto Rican students in the EH programs and an over represenation of white students in the PH programs.

A second chi square testing the hypothesis that there was no association between placement in PH or EH programs and Black or Puerto Rican classification is also rejected. Th resulting chi square of 152.98 is highly significant ($p < .0001+$). The members of Black students represented in the EH program are much higher than expected by chance and the numbers of Puerto Ricans in the PH programs are higher than expected by chance. From the first two tests one may conclude that Blacks are more frequently placed in EH programs and less often in PH programs than whites and Puerto Ricans.

In the other two chi squares the association between racial/ethnic grouping and combined PH/EH vs RMD/MH programs was tested. Both chi squares are large enough to permit reflection of the no association hypothesis. It appears that Blacks and Puerto Ricans are over represented in the RMD/MH classification and whites are over represented in the PH/EH category. When the Black vs Puerto Rican groups are compared, the Blacks are over represented in the PH/EH classification whereas the Puerto Ricans are over represented in the RMD/MH group. These results seem to support an over all conclusion that there are more whites than would be predicted by chance in the PH category, more Blacks than would be expected in the EH category, and more Puerto Ricans than would be expected in the RMD/MH grouping.

These data were also tested by directly comparing by means of tests of percent differences the percent of students placed in a program as a function of the total number of students in a racial/ethnic group (see Table 3).Of the 12 possible comparisons only the test for Blacks versus whites classified multi handicapped is not large enough to permit rejection of the null hypothesis. These data support the results reported previously. There are more whites and Puerto Ricans as compared to Blacks and more whites than Puerto Ricans in the PH programs. There are more Blacks and Puerto Ricans as compared to whites and more Puerto Ricans than Blacks in the BCRMD programs. There are more Blacks and Puerto Ricans than whites and more Blacks than Puerto Ricans in the EH programs. Finally, there are more Puerto Ricans than whites or Blacks in the multi handicapped program.

Similarly, the data reported in Tables 4 and 5 were treated as above. There is clearly an association between racial/ethnic groups and enrollment in the various alternative programs. The overall chi square of 863.90 is highly statistically significant. The portioned chi squares are all significant and the more direct tests of the differences between percents reported in Table 5 are all significant with the exception of white versus Puerto Ricans enrolled in special schools. The relationship appears to be that more Blacks than Puerto Ricans and whites are enrolled in independent/alternative and special school settings while there are more whites than Puerto Ricans enrolled in independent/alternative schools. It is interesting to note that there are a higher percentage of Puerto Ricans than whites or Blacks than expected by chance enrolled in vocational/technical programs and more whites than Blacks enrolled in these programs. If one considers the vocational/technical setting as closer to the mainstream structure of the school and the independent/alternative and special school settings as moving away from the mainstream structure then it is apparent that more Black students than would be expected by chance are enrolled in programs which are outside the area of the mainstream. Whether this is a form of segregative practice and reflects prejudice in action remains a question to be studied. Nor is this issue mitigated by the fact that alternative schools and independent settings are often the rallying cry of disaffected and frustrated minority group leaders.

The above data are not very different from those reported nationally. They support the contention that the racial/ethnic membership of the student being evaluated seems to affect the program placement of the students.

One may wish to argue that the observed relationships are the result of factors other than racial/ethnic background but the burden of proof rests with those assertions. Why poverty should disportionately affect Black students and cause them to become emotionally disturbed in larger numbers than Hispanics requires explanations which are not apparent in the literature which we reviewed. Furthermore, if poverty is to be used as an explanation, and if poverty is related to kind and quality of health care, then would not one predict that the poverty which disportionately effects Blacks in the area of emotional problems would also affect them in the same way in the area of brain injury (physically handicapped). Yet here the white students are clearly disproportionately over represented as compared to Blacks and Hispanics. The data do not appear to lead logically to support for the variable of poverty.

One other possibility was the often heard expression that pupils were being placed where there was space. An analysis of the special education classes in October 1978 in each borough in the areas of Ph, EH, and RMD was undertaken. The results support the following conclusions. There are no differences across boroughs in the average number of classes in each of the three classifications. On the other hand, there are significant differences within each borough, for all five boroughs, between the average number of classes offered in each classification. In every instance there are significantly more PH classes offered than EH or RMD classes and there are no differences in the average number of RMD and EH classes. Hence, in the city as a whole, there are more PH classes in each borough than either of the other two bureaus but there are less Blacks than whites and Hispanics, and less Hispanics than whites placed in such classes.

The reader is cautioned that the data analyzed herein represent a single point in time. It is possible that the data in past years may have reflected different relationships and that as data for 1978 become available new practices of evaluating and placing students will reduce the associations between racial/ethnic classification and placement in a particular program for children with special needs. It is only to state the obvious to say that appropriate placement should be a function of the needs and psychological processes of the child rather than racial/ethnic classification.

Before we can conclude that bias is the operating variable other data and tests would be required. Nonetheless, the data presented here leave one with powerful presumptions that, at this point in time, there are processes at work which suggest that placement in programs may be suspiciously lacking in objectivity.

Table 1

1977 Board of Education Annual Pupil Ethnic Census Citywide: Special Education and Alternative Programs[1] (Source of Data: Office of Educational Statistics - October 31, 1977)

Program	Blacks		Hispanics		Whites		Total
Special Education	N[2]	percent in program	N[2]	percent in program	N[2]	percent in program	N[2]
Physically Handicapped	4,002	36.6	3,289	30.1	3,551	32.5	10,928
Mentally Handicapped	5,027	45.9	3,677	33.1	2,203	20.1	10,952
Emotionally Handicapped	7,201	53.4	3,704	27.5	2,515	18.7	13,474
Multi Handicapped	1,836	42.9	1,431	33.5	968	22.6	4,276
Alternative Programs							
Vocational/Technical	17,376	40.0	16,069	37.0	9,147	21.0	43,454
Independent/Alternative	6,105	54.2	2,853	25.3	2,060	18.3	11,262
Special Schools	6,739	50.0	4,129	30.6	2,520	18.7	13,481
Total in entire system	394,894	38.1	304,327	29.4	306,118	29.6	1,036,243

1. Note: the columns do not add to total. This is a partial table. This table does not include Comprehensive High School, Junior High School, and Elementary Grades.
2. Note: The row total is not the sum of the rows - omitted are small populations of American Indian or Asian students.

Table 2

Pupils Classified by Racial/Ethnic Group Placed in Four Special Education Programs. (Extracted from Data in Table 1)

Program	Black		Puerto Rican[1]		White		Total	
	N	percent in program	N	percent in program	N	percent in program	N	percent in progr
Physically Handicapped	4,002	38.5	2,836	27.3	3,551	34.2	10,389	27.3
Mentally Handicapped	5,027	48.0	3,231	30.7	2,203	21.0	10,461	27.3
Emotionally Handicapped	7,201	54.8	3,426	26.1	2,515	19.1	13,142	34.6
Multi Handicapped	1,836	45.6	2,223	30.4	968	24.0	4,027	10.6
Total	18,066	47.5	10,716	28.2	9,237	24.3	38,019	100

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1. Note: The annual census classifies Hispanics as Puerto Rican and other Spanish American. The data presented here refers only to Puerto Ricans, who comprise 80.4% of the total Hispanic population.

Table 3

Percent of Students Placed in Special Education Classified by Racial/Ethnic Group. (Extracted from Tables 1 and 2)

Program	Black		Puerto Rican[1]		White		
	N	percent of Racial/Ethnic Group in Program	N	percent of Racial/Ethnic Group in Program	N	percent of Racial/Ethnic Group in Program	
Physically Handicapped	4,002	22.2	2,836	26.5	3,551	38.4	10,389
Mentally Handicapped	5,027	27.8	3,231	30.2	2,203	23.8	10,461
Emotionally Handicapped	7,201	39.8	3,426	32.0	2,515	27.2	13,142
Multi Handicapped	1,836	10.2	1,223	11.4	968	10.5	4,027
Total	18,066	100	10,716	100	9,237	100	38,019

1. Note: The annual census classifies Hispanics as Puerto Rican and other Spanish American. The data presented here refers only to Puerto Ricans, who comprise 80.4% of the total Hispanic population.

Table 4

Pupils Classified by Racial/Ethnic Group Enrolled in Three Kinds of Alternative Programs (Extracted from Table 1)

Program	Black		Puerto Rican[1]		White		Total	
	N	percent in program	N	percent in program	N	percent in program		percent in program
Vocational/Technical	17,376	42.2	14,638	35.6	9,147	22.2	41,161	63.2
Independent/Alternative	6,105	55.9	2,758	25.2	2,060	18.9	10,923	16.8
Special Schools	6,739	51.8	3,747	28.2	2,520	19.4	13,006	20.0
Total	30,220	46.4	21,143	32.5	13,727	21.1	65,090	100

1. Note: The annual census classifies Hispanics as Puerto Rican and other Spanish American. The data presented here refers only to Puerto Ricans, who comprise 80.4% of the total Hispanic population.

Table 5

Percent of Pupils Enrolled in Three Kinds of Alternative Programs Classified by Racial/Ethnic Groups (Extracted from Tables 1 and 4)

Program	Black		Puerto Rican[1]		White		Total
	N	percent of Racial/Ethnic Group in Program	N	percent of Racial/Ethnic Group in Program	N	percent of Racial/Ethnic Group in Program	
Vocational/ Technical	17,376	57.5	14,638	69.2	9,147	66.6	41,161
Independent/ Alternative	6,105	20.2	2,758	13.0	2,060	15.0	10,923
Special Schools	6,739	22.3	3,747	17.7	2,520	18.4	13,006
Total	30,220	100	21,143	99.9	13,727	100	65,090

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1. Note: The annual census classifies Hispanics as Puerto Rican and other Spanish American. The data presented here refers only to Puerto Ricans, who comprise 80.4% of the total Hispanic population.

298